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Cooperation between the United Nations and the Organization of African Unity

Cooperation between the United Nations and the Organization of African Unity

Report of the Secretary-General*

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* The footnote requested by the General Assembly in resolution 54/248 was not included in the submission.

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I. Introduction

1. In resolution 54/94, the General Assembly, inter alia, took note of the report of the Secretary-General on cooperation between the United Nations and the Organization of African Unity (A/54/484), and requested the Secretary-General to report to it, at its fifty-fifth session, on the development of cooperation between the Organization of African Unity (OAU) and the United Nations system. In furtherance of the objectives of the programme of cooperation between the two organizations, the Secretaries-General of the two organizations hold periodic consultations, both at the Summit meetings of OAU and at sessions of the United Nations General Assembly on issues relating to their respective programmes of work. Senior officials of the United Nations also hold discussions and exchange information with their OAU counterparts on specific areas of work. The special Security Council sessions held in December 1999 and in January 2000 on peace and security in Africa provided an opportunity for the United Nations and OAU to collaborate further and brainstorm on the options for dealing with some of the situations of conflict in Africa.

II. Background

2. The Secretaries-General of the United Nations and OAU adopted a programme of cooperation in 1998. The programme delineated areas in which projects would be developed by the two organizations for implementation within a period of two years. OAU and the United Nations also agreed to review the programme of cooperation at the end of two years and to design a new programme covering the following two years.

3. The most recent meeting on cooperation between the United Nations and OAU was held at the headquarters of the Economic Commission for Africa (ECA) in Addis Ababa, Ethiopia on 10 and 11 April 2000. It was convened to review and assess the state of the cooperation between the two organizations over the past two years and to discuss ways and means to enhance it over the next two years. It was co-chaired by Ibrahima Fall, United Nations Assistant Secretary-General for Political Affairs, and Ambassador Said Djinit, OAU Assistant Secretary-General for Political Affairs. Officials of the United Nations system and of OAU attended the meeting.

4. The meeting assessed the implementation of the recommendations of the 1998 session in an atmosphere of openness and candour. Particular focus was placed on progress achieved and problems encountered. The two organizations sought to put in place a realistic framework of cooperation, with recommendations that are realistic, focused and implementable and with an efficient mechanism for coordination and follow-up. They also sought to adopt an action-oriented and achievable programme for the period 2000-2002. They underscored the importance of their cooperation and reiterated their readiness to give it the utmost priority.

5. Particular emphasis was given to the constraints facing OAU, and it was underlined that the consultation should help OAU to strengthen its capacities.

6. In anticipation of the April 2000 consultation, OAU and the United Nations had each prepared a progress report. Although there was general appreciation of the improved cooperation between the two institutions, it was felt that more could be done to consolidate the progress made. A task force of four (two members from OAU and two from the United Nations) was established to consolidate the two reports.

7. The present report provides an account of the activities undertaken in various areas by both organizations since 1998.

8. In a related exercise, the Open-Ended Ad Hoc Working Group of the General Assembly on the Causes of Conflict and the Promotion of Durable Peace and Sustainable Development in Africa, established by the General Assembly in resolution 54/234, met in three sessions to assess the implementation of the recommendations contained in the relevant report of the Secretary-General (A/52/871-S/1998/318). The Working Group highlighted what had been achieved since the publication of the report in 1998 and also noted what remained to be achieved. The report of the Working Group is to be published as a report of the Secretary-General.

III. Priority issues and programme areas for collaboration

9. The OAU and the United Nations meeting focused on mechanisms for strengthening and enhancing collaboration. OAU presented two sets of concerns — one of priority issues around which implementable and achievable programmes should be developed; the other, of programmes specific to OAU.

10. The following issues were in the first set of concerns:

(a) Emergency preparedness and rapid response;

(b) Health crises, with special focus on HIV/AIDS (and malaria);

(c) Democracy, good governance and human rights;

(d) Debt relief, cancellation and resource flow;

(e) Information exchange and conflict management;

(f) Implementation of the Treaty Establishing the African Economic Community (Abuja Treaty);

(g) Education.

11. It was proposed that these above-mentioned issues should be dealt with through joint programmes designed to achieve very specific objectives and catalyse action. The two organizations agreed to support each other in the implementation of such programmes.

12. The implementation would require the establishment of joint United Nations/OAU task forces consisting of United Nations partner agencies with mandates that relate to the issues identified and their OAU counterparts. It was agreed that the task forces would operate for the next two years. Each task force was to designate a lead organization. Collectively, they are to conceptualize and prepare project proposals covering their areas of work and cooperate in the implementation of the projects. They are to undertake joint resource mobilization and implementation plans. They are also to report jointly to the next OAU/United Nations consultation.

13. In the second set of concerns, the following programmes, specific to OAU, are designed to enhance the capacity of the organization:

(a) Restructuring of OAU;

(b) OAU Centre for Conflict Management;

(c) Humanitarian Affairs Unit;

(d) Division for Cooperation and Harmonization of Policies;

(e) Population policy;

(f) Gender and development.

14. The meeting agreed that the programmes being considered should complement existing bilateral programmes already being implemented. It was emphasized that the identification of areas of cooperation was without prejudice to ongoing bilateral cooperation between individual United Nations agencies or groups and OAU but was only an indication of collective commitments made at the meeting.

15. Following extensive discussion of the proposals made, it was agreed that the next phase of United Nations/OAU cooperation should avoid generalities in programme formulation. It was also agreed that the experience gained during the past two years of cooperation should inform future programme design and implementation measures. Programmes should be focused, specific, clear and achievable, with clearly specified time-frames, benchmarks and indicators as measures of specific goals attained.

A. Priority issues

Emergency preparedness and rapid response

16. The two organizations agreed that recent experiences on the continent have made manifest the need for Africa to coordinate efforts and to build capacities to respond more rapidly and decisively to humanitarian emergencies and natural disasters on the continent. The floods in Mozambique, the cyclone in Madagascar and drought in Ethiopia combined to underscore the need for better preparedness in Africa for rapid response in disaster management and humanitarian emergencies. In this regard the meeting agreed on the following:

Objectives

(a) Strengthen the OAU institutional and human resources capacity in the areas of humanitarian

early warning, rapid disaster response and the timely and effective coordination and interaction with member States and regional organizations in disaster situations;

(b) Assist OAU in designing a mechanism for dealing with complex humanitarian emergencies and rapid response to natural disasters;

(c) Strengthen coordination between OAU and the United Nations system in addressing complex humanitarian emergencies and disaster measurement and response;

(d) Enhance the role of OAU in advocacy in natural disasters;

(e) Strengthen the role of OAU in facilitating and supporting United Nations agencies and regional economic communities in responding to disasters in Africa;

(f) Provide OAU with timely and authoritative information on disasters in Africa;

Activities planned

(a) Follow up on the decisions contained in the African common position on the International Decade for Natural Disaster Reduction and the World Conference on Natural Disaster Reduction (E/ECA/CM/20/30);

(b) Follow up on the recommendations and the plan of action that will result from the United Nations/OAU African symposium on natural disasters and on the preparation of a calendar and programme of work for the implementation of the recommendations and the plan of action;

(c) Strengthen the role of the OAU secretariat on humanitarian early warning to enhance timely collection, analysis and dissemination of information on natural disasters and other emergencies;

(d) Identify and put into operation other interventions in support of the operational activities of the United Nations agencies and African non-governmental organizations in response to natural disasters in Africa;

(e) Strengthen the institutional capacity of OAU for coordinating and advocating action in support of OAU member States;

(f) Strengthen the role of the regional economic communities in addressing humanitarian emergencies and disaster management;

(g) Assess the capacity needs of the regional economic communities;

(h) Assist in institutional and human resource capacity-building;

(i) Assist in designing and supporting programmes for early warning and disaster response in the regional economic communities.

17. The following organizations agreed to participate in a task force that should address this issue: OAU, the Office for the Coordination of Humanitarian Affairs of the United Nations Secretariat (OCHA), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP), the United Nations Environment Programme (UNEP), the International Labour Organization (ILO), the World Meteorological Organization (WMO), the World Food Programme (WFP), the Economic Commission for Africa (ECA), the World Health Organization (WHO), the United Nations Children's Fund (UNICEF), the International Organization for Migration (IOM) and the Office of the United Nations High Commissioner for Refugees (UNHCR). Other members may be proposed by the OAU/United Nations regional symposium on natural disasters. The Office for the Coordination of Humanitarian Affairs/OAU will be the lead organizations.

18. It was agreed that the terms of reference of the task force should include the development of a strategy that will facilitate and enhance the responses of African institutions, such as the regional economic communities, civil society and Governments, to natural disasters in Africa.

19. Related to this is the report on the implementation of the United Nations New Agenda for the Development of Africa in the 1990s, which is to be presented to the General Assembly. Plans are now under way for an independent evaluation of the New Agenda, which would lead to its final review in 2001. The United Nations will seek OAU's input and collaboration, both for the evaluation and the review.

Health crises, with special focus on HIV/AIDS (and malaria)

20. The United Nations and OAU recognized that HIV/AIDS is no longer just a health issue; it affects all facets of society and is of concern to all development sectors. They agreed that note should be taken of the latest developments, including:

(a) Statements on HIV/AIDS in the OAU Declarations of Dakar/Ngor and of Tunis;

(b) The establishment of the Joint United Nations Programme on HIV/AIDS (UNAIDS);

(c) The commitment by the United Nations Secretary-General to lead the International Partnership against AIDS in Africa, at a high-level meeting on 16-17 December 1999;

(d) The historic discussion by the Security Council on 10 January 2000 in which it was concluded that AIDS is an emergency and a threat to the African continent;

(e) The decision by ECA to focus debate at the African Development Forum in 2000 on the theme "HIV/AIDS: the greatest leadership challenge";

(f) The decision by the OAU Secretary-General to devote a session during the most recent Summit of OAU African leaders (Lomé, Togo, July 2000), to a discussion of the HIV/AIDS pandemic.

Objectives

21. It was agreed that United Nations/OAU collaboration would aim to support the intensification of national, regional and international programmes and activities. The task force — comprising primarily, on the United Nations side, of UNAIDS co-sponsoring agencies and other interested organizations, and of OAU — is to articulate a plan of action to be achieved in the next two years. The task force will work on the following:

(a) Assessment of all ongoing activities by OAU and United Nations partners;

(b) Advocacy to bring about sustained political commitment to appropriate policies relevant to HIV/AIDS prevention and care at all levels;

(c) Mobilization of adequate resources for prevention, care and impact alleviation;

(d) Support to expanded national responses;

(e) Identification of mechanisms to enhance collaboration and coordination at the international, country and local levels.

Activities planned

22. The task force is to propose milestones and benchmarks to guide the collaboration along the following terms of reference: building a continent-wide coalition to contain HIV/AIDS, consisting of a social and political movement and high-level political commitment; sensitizing and mobilizing leaders at all levels of society; and urging regional and subregional African institutions and the United Nations to augment national and sectoral policies.

Democracy, good governance and human rights

23. The two organizations observed that there are many ongoing initiatives by the United Nations agencies and OAU for addressing the interrelated challenges of democratization, governance and the protection of human rights. The immediate priority is to maximize the impact of all of these initiatives.

Objectives

(a) Improve coordination for facilitating the implementation of selected African-driven programmes in these areas;

(b) Galvanize support for the implementation of specific programmes on governance and human rights.

Activities planned

24. The concerned agencies are to collaborate on effective implementation of the relevant aspects of the Grand Bay (Mauritius) Declaration and Plan of Action, adopted by the First OAU Ministerial Conference on Human Rights in Africa (16 April 1999). More specifically, the following activities should be given particular attention over the next two years:

(a) Assist OAU member States to develop national plans of action in the field of human rights in order to ensure a focused and systematic approach to the promotion and protection of human rights on the continent. OAU and the concerned United Nations agencies should collaborate effectively in preparations for the proposed subregional workshops for the promotion of these national plans of action;

(b) Sensitize OAU member States on the need to subscribe to those human rights instruments (by way of signature and ratification) that have already been adopted by OAU, so as to ensure their effective and concrete implementation. Particular efforts should be made, especially with the collaboration and assistance of UNICEF, to popularize the African Charter on the Rights and Welfare of the Child, which entered into force in November 1999. Similarly, the efforts being made by OAU to secure speedy ratification of the Protocol to the African Charter on Human and Peoples' Rights on the Establishment of an African Court on Human and Peoples' Rights, which has so far been ratified by only three countries, should be supported through appropriate advocacy programmes;

(c) Improve coordination between United Nations agencies and OAU on issues related to democratization and governance.

25. It was agreed that the following organizations will constitute a task force to deal with this issue in the next two years and jointly to report progress made at the next review exercise: UNDP, the Office of the United Nations High Commissioner for Human Rights (UNCHR), UNHCR, ECA, UNICEF, UNESCO and OAU. It was suggested that the task force consider dividing its work between two subcommittees, one on democracy and governance, and another on human rights. OAU and UNCHR will be the lead institutions.

Debt relief, cancellation and resource flow

26. Africa's external debt problem has become so serious that it features prominently in discussions at meetings of African and non-African summits. At the fourth OAU Extraordinary Summit, in Sirte, Libyan Arab Jamahiriya, the Algerian and South African Presidents were requested to engage Africa's creditors with a view to securing total debt cancellation.

Objective

27. The goal of OAU/United Nations cooperation in this area is to secure total debt cancellation in favour of African countries.

Activities planned

(a) Advocate and promote the idea of debt cancellation.

(b) Provide information, data and arguments in support of debt cancellation.

(c) Network and make contact with the non-governmental organizations that are leading the campaign on debt cancellation.

(d) Mobilize international support for debt cancellation.

28. The task force, composed of OAU, the Department of Economic and Social Affairs of the United Nations Secretariat, ECA and other United Nations bodies to be designated by the resident coordinator, was to initiate the required actions. The lead organization is OAU.

29. While preparatory activities were to start immediately (building the data/information base and contacting non-governmental organizations, major activities were to be launched after the OAU Summit in July 2000, which was expected to receive the report of the two Presidents. Under project RAF/98/005: UNDP Africa Policy on Debt, UNDP organized workshops and studies to review ongoing capacity-building initiatives for debt management in sub-Saharan Africa.

30. On the advocacy level, UNDP has been promoting the cancellation of the bilateral and multilateral debt of highly indebted African countries. This work is being done in collaboration with various partners, including the Global Coalition for Africa (GCA), research institutions such as Harvard University, non-governmental organizations such as Jubilee 2000, and other United Nations bodies, such as ECA.

31. On the operational level, UNDP is working with African countries in the preparation of plans for debt reduction and, when feasible, debt cancellation. In this endeavour, UNDP is collaborating closely with the Bretton Woods institutions, ECA and other bilateral partners.

Information exchange and conflict management

32. Given the important role that early warning and information exchange can play in the work of OAU and the United Nations, especially in the area of peace and security, OAU and the United Nations system undertook to engage in a more systematic exchange of information, in the light of the recognized need to share responsibility for the maintenance of peace and security in Africa.

Objectives

33. The key objective is to enhance the capacity for the exchange of information and knowledge of OAU and the United Nations for the effective management of conflicts in the region. The programme should enhance information-sharing on natural or man-made disasters affecting the African population. Both the United Nations and OAU agreed to work towards the establishment of the direct linkages between their situation rooms as soon as possible. Under the UNDP RAF/97/028 project, a specialized institution has been identified to work with the OAU Centre for Conflict Management (CMC) to establish a module to be used for the analysis of relevant information to predict conflicts in Africa and to provide early warning information to the OAU Central Organ for pre-emptive actions to be taken to avert full-blown conflicts.

Activities planned

34. The implementation of this project is expected to start in October 2000 and should continue over a development period of 12 months. A task force was established, composed of OAU, the Department of Political Affairs and the Department of Peacekeeping Operations of the United Nations Secretariat, UNDP, the Office for the Coordination of Humanitarian Affairs, UNHCR and UNICEF. OAU was designated as the lead organization. OAU and the United Nations agreed to:

(a) Enhance coordination;

(b) Minimize duplication of efforts;

(c) Enhance effectiveness in the areas of their respective mandates;

(d) Incorporate subregional mechanisms for conflict management in these arrangements;

(e) Establish links between the situation rooms of OAU and the situation centre of the Department of Peacekeeping Operations.

Implementation of the Treaty Establishing the African Economic Community (AEC)

35. Strengthening the regional economic communities was recognized as of priority concern by the fourth OAU Extraordinary Summit (Sirte, September 1999), and there is still need for further strengthening.

Objectives

(a) Assess the priority needs of the regional economic communities and how they are to be met;

(b) Strengthen the capacity of the communities with regard to programme formulation and implementation;

(c) Ensure that the priorities of the communities are reflected in OAU/UNDP/ECA cooperation programmes/projects;

(d) Promote effective resource mobilization and utilization and avoid duplication through prompt coordination and cooperation;

(e) Enhance the capacity of the OAU secretariat for the implementation of the Treaty.

Activities planned

36. A task force on the implementation of this programme was to be established consisting of OAU, ECA and UNDP. The following activities were proposed:

(a) Needs assessment mission to regional economic communities, where needed;

(b) Meeting (OAU/ECA/UNDP) with regional economic communities on the integration of their needs/priorities into programmes funded by UNDP or executed by ECA;

(c) Meeting of the Committee of Secretariat Officials and the Committee on Coordination under the protocol on relations between the African Economic Community (AEC) and the regional economic communities;

(d) Identification and dissemination of best practices among the regional economic communities;

(e) Joint training programme whereby the staff of OAU/AEC and the regional economic communities join together to learn and/or share concepts and experiences on general and sectoral issues/topics pertaining to economic integration;

(f) Study tours between the regional economic communities, and between them and OAU/AEC.

37. It was agreed that action should be initiated as follows:

(a) Meeting of the task force (OAU/ECA/UNDP) before the end of June 2000;

(b) Meeting with regional economic communities before the end of November 2000, followed by the meeting of the Committee on Coordination and the Committee of Secretariat Officials.

38. The ongoing UNDP project (RAF/94/008) should be extended and expanded, with increased resources, to take into account the new requirements and responsibilities of AEC, in line with the Sirte Declaration. The framework for its implementation should include execution by the beneficiary.

39. The task force (OAU/ECA/UNDP) met in July 2000 for a review of the UNDP project on the Treaty (RAF/94/008), to consider progress and explore the way forward. The meeting determined that the programme had made significant contributions to the launching of the operation of AEC through the strengthening of the OAU/AEC secretariat, the strengthening of the regional economic communities, the rationalization of ECA-sponsored institutions and other subregional organizations and the preparation of the Treaty protocols. It was recommended that the current phase of the programme be continued up to December 2001, focusing the programme on attainable outputs. A programme evaluation should be undertaken for the design of a second phase.

Education

40. In view of the importance of education, OAU and the United Nations system shall undertake collaborative activities within the framework of the OAU Decade of Education and the World Declaration on Education for All. OAU, UNESCO, UNICEF, the World Bank, UNDP and WFP will collaborate to enhance the capacity of member States in the area of education.

B. Programmes specific to OAU

Restructuring of OAU

41. The OAU programme of reform and restructuring was identified as a top priority area for cooperation between OAU and the United Nations. Its activities included: change management; training at all levels in management and skills development, for groups and individual staff members; institution-building support for the operationalization of the new departments, especially in new areas such as policy and programme coordination, resource mobilization and strengthening the capacity of other departments; development of new systems, methods of work and procedures, and the development of manuals; information technology; review and development, where necessary, of new rules and regulations; assistance in the recruitment of the new staff; and mainstreaming gender issues in the new structure.

42. It was agreed that the OAU and UNDP should be the lead organization. The ongoing UNDP projects (RAF/94/008 and RAF/197/028) should be reviewed to incorporate the new priorities of OAU relevant to the two project activities; and UNDP/OAU are to mobilize the United Nations system to cooperate in a mini omnibus project in support of the reform and the restructuring exercise. OAU is to prepare a document as the basis for the areas and activities to be included in the omnibus project.

43. A follow-up report indicates that the review process on the UNDP projects was to be carried out through a tripartite meeting in September/October 2000. The meeting would make recommendations. Further, OAU is actively preparing a document that will define the needs and activities to be integrated into a mini omnibus training programme. This exercise should be facilitated by the reform and restructuring programme being implemented by OAU.

OAU Centre for Conflict Management

44. This programme is to support the OAU efforts to strengthen the capacity of the Conflict Management Centre (CMC). Specific areas of support are to be developed by CMC in collaboration with the relevant United Nations agencies and support measures identified, to be carried out within the biennium.

45. A UNDP project (RAF/997/028) has contributed to strengthening the staff of CMC through the recruitment of three information analysts and two research assistants who are currently playing a key role in the production of situation reports and in the analysis of information for early warning of potential conflicts in Africa. These experts are also assisting CMC in building an information data bank for OAU.

46. An Intranet infrastructure has been established in OAU headquarters for the collection of relevant

information for analysis and for the establishment of linkages with the members of the OAU Central Organ in Addis Ababa, and subsequently, with African subregional organizations.

47. A task force composed of UNDP and three United Nations Secretariat bodies — the Department of Peacekeeping Operations, the Office for the Coordination of Humanitarian Affairs and the Department of Political Affairs — was required to work closely with CMC in order to ensure effective implementation of the CMC programme, including the implementation of the 1998 recommendations that still remain relevant. The task force was required to develop a plan of action.

Humanitarian Affairs Unit

48. The objective of the programme is to strengthen the Division for Refugees, Displaced Persons and Humanitarian Affairs in order to enable it to play an advocacy role in humanitarian issues. The Office for the Coordination of Humanitarian Affairs, United Nations Secretariat, was requested to second an officer to the Division to provide help on strengthening the capacity of the Division to address humanitarian issues. The United Nations supported the idea, and a decision on this matter is awaited.

Division for Cooperation and Harmonization of Policies

49. The objective of this programme is to strengthen the Division for Cooperation and Harmonization of Policies of OAU, in order to enhance its capacity to deal with human rights issues. The priority need identified by OAU is the deployment by UNCHR of an officer who is an expert on human rights issues.

Population policy

50. This programme is a continuation of UNFPA cooperation with the OAU secretariat to sustain population and development activities and to improve the quality of life in Africa. Its objectives are to develop a framework for the development of appropriate strategies for strengthening the implementation, coordination, monitoring and evaluation of population policies in Africa, and to continue to strengthen the institutional capacity of the OAU secretariat and the African Population Commission (APC) to enhance the implementation of the Dakar/Ngor Declaration on Population, Family and Sustainable Development and the Programme of Action of the International Conference on Population and Development (ICPD) through information, education and communication (IEC) and advocacy interventions.

51. The programme will undertake the following activities:

(a) Organize brainstorming workshops and revise the OAU Population and Development Policy Programme;

(b) Undertake on-the-job training for relevant OAU staff;

(c) Produce occasional papers on the priority areas of the Dakar/Ngor Declaration and ICPD Programme of Action;

(d) Organize workshops/seminars/symposia for OAU staff, the African diplomatic community and other target groups;

(e) Organize regular meetings of the APC General Assembly and the Bureau;

(f) Organize IEC workshops for officers of selected countries on such issues as reproductive health/family planning, HIV/AIDS, migration, etc.;

(g) Monitor population and development activities in member States through country questionnaires.

52. The relevant Task Force consists of OAU, UNFPA, ECA and the African Development Bank; the lead agency is UNFPA.

Gender and development

53. In line with the Dakar/Ngor Declaration, the Beijing Platform for Action, and the plan of action for accelerating the empowerment of women, as expressed in the ICPD Programme of Action, the United Nations system will undertake to participate in the development of a policy framework on gender for OAU. ECA, UNICEF, UNIFEM, UNDP, UNFPA and the Division for the Advancement of Women, United Nations Secretariat, are to assist OAU in developing a training framework and instruments in the gender area for OAU staff, African ambassadors based in Addis Ababa, and Recs. ECA, UNDP, UNIFEM, the Division for the Advancement of Women, and UNFPA will work with OAU in defining the modus operandi for greater

presence and involvement of women in decision-making at all levels. They will also assist OAU in mainstreaming gender into the formulation of the new programmes of reform and renewal of the Organization. A task force composed of OAU, ECA, UNDP, UNHCR, the Division and the Department of Political Affairs will be established to assist the African Women Committee on Peace and Development (AWCPD) in the following areas:

(a) Resource mobilization;

(b) Establishment of a secretariat and support structures;

(c) Support for the implementation of the programmes of the Committee.

54. For monitoring progress in the implementation of the gender programme, the meeting agreed on reviews by the United Nations system and OAU every six months, annually (mid term) and biennially. It was decided that the next mid-term review would take place in Addis Ababa in April 2001. It was further agreed that the next biennial meeting of the two organizations should take place in Addis Ababa.

IV. Cooperation in the areas of peace and security

A. Department of Political Affairs

55. Through the Department of Peacekeeping Affairs, United Nations Secretariat, the United Nations continued with its extensive collaboration with OAU in the areas of conflict prevention, management and resolution. The Secretary-General of the United Nations consults frequently with the Secretary-General of OAU on issues of peace and security relating to the African region. These consultations are often aimed at preventing the escalation of conflicts in the region or exploring appropriate frameworks and mechanisms for collaboration between the two organizations for the management and resolution of conflicts. The Department maintains close contact with the Central Organ of OAU on issues of peace and security, in order to ensure that both organizations share information on their activities and to ensure that the two organizations coordinate and enhance each other's efforts with regard to issues relating to peace and security. Communiqués of the Central Organ are regularly shared with the United Nations, including the Secretary-General and the Security Council. In the same vein, the United Nations Secretariat keeps OAU informed of its activities, through the United Nations Liaison Office to the OAU in Addis Ababa, and also through consultations with officials of the United Nations, including the Secretary-General and special envoys appointed by him.

56. The heightened rate of activities and collaboration between the United Nations and OAU has increased pressure on the United Nations liaison office, which is expected to act as the focal point for information from the Secretariat of the United Nations. It is evident that, with the commencement of the implementation of the Framework Agreement on the Settlement of the Dispute between Ethiopia and Eritrea (S/1999/794, annex III), the liaison office will become even more important.

57. In the past year, the United Nations and OAU continued to cooperate in trying to resolve the conflict between Eritrea and Ethiopia. The Special Envoy of the Secretary-General, Mr. Mohamed Sahnoun, remained engaged with OAU, which led the mediation efforts.

58. Following the acceptance by the two parties of the modalities for the implementation of the Framework Agreement, at the Assembly of Heads of State and Government of the OAU in Algiers on 14 July 1999, and in the context of the OAU mediation efforts led by Mr. Ahmed Ouyahia, Special Envoy of the then-Chair of OAU, experts from the OAU (Algeria and the OAU secretariat), the United Nations and the United States collaborated in drafting a document that established the necessary details for the implementation of the Framework Agreement. After presentation of the document, entitled "Technical arrangements for the implementation of the OAU Framework Agreement and its modalities" to the parties, and upon its acceptance by Eritrea, Mr. Sahnoun continued his collaboration with Mr. Ouyahia in responding to Ethiopia's requests for clarification.

59. In view of the call in the document for the deployment of military observers by OAU with the assistance of the United Nations, to be followed by the deployment of a United Nations peacekeeping mission, the United Nations and OAU, together with the United States, undertook contingency planning in order to expedite deployment once an agreement was reached.

60. The United Nations will continue to collaborate with OAU in supporting the subsequent phase of its mediation efforts on the outstanding issues such as the delimitation and demarcation off disputed territory, in order to help the parties reach a comprehensive peace agreement.

61. Senior representatives of OAU actively participated in special meetings organized by the United Nations on Burundi and Somalia. Meetings of the Special Envoys/Representatives on Burundi were held on 18 October 1999 and 12 May 2000. The Ambassadorial Meetings of the External Actors on Somalia were held on 1 September 1999, 3 December 1999 and 24 April 2000.

62. On the conflict in the Democratic Republic of the Congo, the United Nations and OAU worked in close cooperation in the implementation of the Lusaka Agreement. The United Nations has been providing support to OAU and the facilitator of the Inter-Congolese Dialogue, Sir Ketumule Masire, former President of Botswana. According to the Lusaka Agreement, the Inter-Congolese Dialogue was to be managed by OAU; however, the United Nations was approached for assistance, which has been largely directed towards the organizational aspects of the work of the facilitator. In consultation with OAU, the United Nations Secretariat worked with the facilitator to prepare an assessment of his requirements and encouraged donors to contribute to the cost of his operations.

63. At a donors' meeting co-chaired by the United Nations and OAU, on 27 January, the two organizations called on Member States to provide assistance through contributions to the United Nations Trust Fund for the Democratic Republic of the Congo or to the OAU Peace Fund.

64. The United Nations has taken steps to place the expertise of its staff at the disposal of the facilitator, offering material and logistical support. It has established 13 posts in the staffing table of the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC). In consultation with the facilitator, the Secretariat has also made arrangements for a senior adviser, Mr. Albert Tevoedjre, to travel with the facilitator during some of his consultations in the region. The senior adviser assisted in the organization of the preparatory meeting for the Inter-Congolese Dialogue, held in Cotonou. MONUC also provided air transportation to the facilitator.

65. In another effort to unblock the impasse in the implementation of the Lusaka Agreement, the Secretary-General appointed General Abdulsalam Abubakar, former Head of State of Nigeria, as his Special Envoy to the Democratic Republic of the Congo. General Abubakar travelled to the region between 20 and 24 August 2000. He consulted with the President of Zambia and convenor of the Lusaka peace process on the Democratic Republic of the Congo, met with the Secretary-General of OAU, and held extensive discussions with the President and Government of the Democratic Republic of the Congo. On 30 August 2000, he briefed the Security Council on the outcome of his trip. As a result of this démarche, the Government of the Democratic Republic of the Congo removed some of the restrictions that had been placed on the operations and deployment of United Nations military observers. However, there was no compromise on the Government's objection to the facilitation of the Inter-Congolese Dialogue by Mr. Masire.

B. Department of Peacekeeping Operations

66. Through the Department of Peacekeeping Operations, the United Nations Secretariat, the United Nations cooperates with OAU and African subregional organizations, such as the Economic Community of West African States (ECOWAS) and the Southern African Development Community (SADC), in activities aimed at enhancing Africa's peacekeeping capacity. In Western Sahara the United Nations continues to cooperate with OAU in furthering the peace process.

67. In the Democratic Republic of the Congo, close coordination continues between MONUC and OAU, including co-deployment with and logistical support to the Joint Military Committee (JMC). The Department has posted a military liaison officer to the OAU office in Addis Ababa in order to enhance information-sharing and coordination, especially on the management of the conflict in the Democratic Republic of the Congo and in the activities of JMC.

68. ECOWAS has played a crucial role in securing the release of United Nations personnel detained by the rebels of the Revolutionary United Front and continues

to provide significant support in ongoing efforts of the United Nations Mission in Sierra Leone (UNAMSIL), to assist in establishing lasting peace there. On 11 September the Secretary-General opened the first meeting of the coordination mechanism between the United Nations, ECOWAS and the Government of Sierra Leone, convened to review the situation in the country and discuss ways of reactivating the peace process.

69. The United Nations and OAU are also cooperating closely in the implementation of the Framework Agreement on the Settlement of the Dispute between Ethiopia and Eritrea. The United Nations Mission in Ethiopia and Eritrea (UNMEE) has begun deployment of military observers to the two countries. Active preparation is under way to deploy peacekeepers in the temporary security zone along their borders. The United Nations will continue to assist in the implementation of the Agreement and provide support for the continued efforts of the OAU mediation.

70. Under the Agreement, the parties requested that a peacekeeping mission be deployed by the United Nations under the auspices of OAU, as the facilitator of the Agreement. The parties also called on OAU and the United Nations to act as guarantors of the Agreement. Accordingly, the United Nations and OAU must work closely together in carrying out those requests. Detailed discussions were held by the United Nations reconnaissance mission and the OAU in that regard.

71. Three OAU liaison officers, to be stationed in each capital, would maintain close contact with UNMEE and the host country's military headquarters. They would also keep OAU headquarters informed of the activities of UNMEE and of progress made in the implementation of the Agreement.

72. OAU would designate a senior representative to the meetings of the Military Coordination Commission. One of the OAU liaison officers would represent OAU at working-level meetings of the Commission or when Commission teams investigate complaints.

73. While OAU and the United Nations would maintain separate identities and sources of funding for their respective activities, UNMEE would cooperate with OAU by providing, to the extent possible, logistical assistance and the necessary security for OAU participation in joint activities.

74. On the Burundi peace process, and at the request of the facilitator, the Department of Peacekeeping Operations, in coordination with the Department of Political Affairs, has been providing expert advice to the facilitation team, particularly on the military aspects of its implementation.

Assistance in peacekeeping training and planning

75. The United Nations cooperates with OAU and African subregional organizations in peacekeeping training, through its training assistance teams and train-the-trainer programmes, conducted at the United Nations Staff College in Turin twice a year. It provides technical support to joint peacekeeping exercises, conducts mine action and awareness programmes in a number of African countries, and promotes greater African participation in the United Nations standby arrangement system.

76. The United Nations has continued its efforts to facilitate contacts between troop-contributing States and regional organizations and those donor States that can provide logistical support, including equipment. The Secretary-General has also continued his appeal for adequate and flexible contributions to both the United Nations Trust Fund and the OAU Peace Fund in support of peacekeeping activities in Africa.

V. Cooperation with UNHCR

77. The Office of the High Commissioner for Human Rights (UNHCR) was represented at the twenty-seventh session of the African Commission on Human Rights and Peoples' Rights (Algiers, 27-30 April 2000). At that meeting, consultations were held with the Bureau of the Commission and its Secretary, in order to assess the ongoing assistance to the Commission and make recommendations for the future. Within the ongoing OHCHR project for strengthening the capacity of the Commission, the following activities were implemented:

(a) Holding of a seminar on the right to a fair trial (Senegal, September 1999);

(b) Support to an ad hoc group of experts on the draft protocol on the rights of communication Africa;

(c) Drafting of a manual on the African Charter on Human and People's Rights;

(d) Training, to be undertaken, of two junior officers of the African Commission in the field of communications handling and State reporting.

78. In close consultation with OAU and the Department of Political Affairs, UNCHR established the International Commission of Inquiry for Togo.

VI. Cooperation in economic and social development

Office of the Special Coordinator for Africa and the Least Developed Countries

79. The Office of the Special Coordinator for Africa and the Least Developed Countries in the Department of Economic and Social Affairs, United Nations Secretariat, cooperates with OAU in economic and social development. The modalities of cooperation include the participation of OAU in expert group meetings and workshops organized by the Office as part of its catalytic activities in African development; consultations with the Office of the Permanent Observer for the OAU to the United Nations in New York for briefings organized by the Office for African delegations on topical priority development issues; mobilization, through consultations and meetings, of the support of the OAU Office in New York for important global meetings on Africa; and sharing with OAU, among others, information and publications of the Office on African development issues.

80. The Office has collaborated with OAU in the following activities since January 1999:

(a) Ad hoc expert group meeting on the diversification of African economies. The meeting, co-organized by the Office of the Special Coordinator and UNCTAD and held in November 1999, was aimed at evaluating the progress made in implementing the recommendations of the General Assembly and addressing the bottlenecks in implementation. Participants from African countries, African regional organizations, including OAU, and international and non-governmental organizations participated in the meeting, which adopted a draft operational framework for action on diversification of African economies;

(b) United Nations New Agenda for the Development of Africa in the 1990s. The Office of the Special Coordinator invited and received inputs from OAU, among other organizations and agencies, in preparation of the progress report of the Secretary-General on the implementation of the New Agenda. The report provided a brief on OAU's activities in the implementation of the priority areas of the New Agenda, including the deliberations of the Conference on Security, Stability, Development and Cooperation in Africa (Abuja, Nigeria, May 2000); and the declaration adopted by the OAU Summit of Heads of State and Government (Lomé, Togo, June 2000);

(c) Asia/Africa Expert Group Meeting on Promoting Value-added Activities in the Informal Sector in Africa. The Office of the Special Coordinator in collaboration with the Government of Kenya, organized the Expert Group Meeting (Nairobi, 8-10 December 1999), at which OAU was represented. The Meeting reviewed the factors that constrain informal-sector operators from carrying out value-added activities in the informal sector in Africa. It recommended that OSCAL, in collaboration with relevant United Nations agencies and African regional organizations, including OAU, organize a regional workshop to highlight the role, nature and scope of policies and strategies for enhancing productivity and value-added opportunities in the informal sector.

Africa/Europe Summit

81. The Africa/Europe Summit (Cairo, April 2000), co-sponsored by OAU and the European Union (EU), aimed at harnessing mutual partnerships between Africa and Europe and agreeing on priority areas and the role of Europe in supporting social and economic development in Africa. The Office of the Special Coordinator actively participated in the Summit and contributed to the outcome — the Cairo Declaration and the Cairo Plan of Action. The Summit gave the Office an opportunity to interact with OAU and exchange views on critical development issues and challenges in Africa.

Third Asia/Africa Forum

82. OAU participated in the Third Asia/Africa Forum (AAF III) (Kuala Lumpur, May 2000), co-organized by the Governments of Malaysia and Japan, UNDP, the Office of the Special Coordinator and the Global Coalition for Africa. The Forum sought to enhance

Asia-Africa cooperation and to build on the achievements of the Second Tokyo International Conference on African Development (TICAD II) and the first two Asia-Africa Forums. The Third Forum adopted the Kuala Lumpur New Millennium Statement, focusing on the enhancement of Asia/Africa cooperation, especially in the agriculture sector and private-sector development.

Follow-up to TICAD

83. The OAU participated in the first review meeting (Lusaka, Zambia, November 1999), of the Tokyo Agenda for Action, adopted at the Tokyo International Conference on African Development (TICAD), for eastern and southern African countries. The meeting assessed progress in the implementation of the Tokyo Agenda in social development and shared experience in implementing priority actions with a view to overcoming constraints and identifying best practices.

Open-ended ad hoc working group of the General Assembly

84. The Office of the Special Coordinator for Africa and the Least Developed Countries provided technical backstopping to the working group on the causes of conflict and the promotion of durable peace and sustainable development in Africa and worked closely with OAU in ensuring that Africans articulated their views and concerns on critical issues affecting African development. The working group prepared its report in July 2000 for the consideration of the General Assembly at its fifty-fifth session.

Follow-up to the Seoul Framework

85. OAU participated in the Seoul Forum on Cooperation in Export Promotion (Seoul, December 1998). The outcome of the Forum was the adoption of the Seoul Framework for Cooperation and the establishment of a steering committee to follow-up on the recommendations of the Seoul Forum. OAU is one of the four members of the steering committee. As a follow-up to the recommendations of the Seoul Framework, the Government of the Republic of Korea and the Office of the Special Coordinator designed a training programme on trade and investment promotion, which was held in Seoul in July/August 2000 and was attended by policy makers from 18 African countries.

VII. Cooperation with the Office for the Coordinator of Humanitarian Affairs

86. The Office for the Coordination of Humanitarian Affairs, United Nations Secretariat, continued its efforts to improve coordination with OAU in the humanitarian field. The Office supported the work of the United Nations Liaison Office with OAU on issues of humanitarian access, protection of civilians in armed conflict, contingency planning for assistance to internally displaced persons, mine awareness and disaster response.

87. OAU actively participated in a workshop organized by the Office in Harare, Zimbabwe, from 13 to 15 March 2000, to promote an African policy dialogue on the issue of the protection of civilians in armed conflict. The Office envisaged the organization of two other workshops during 2000, in eastern and western Africa, to promote further an exchange on the issue of protection of civilians.

88. The Office will continue to strengthen collaboration with the Conflict Prevention and Management Unit of OAU to ensure that humanitarian issues such as the protection of civilians, respect for the principles of humanitarian operations (impartiality, neutrality and independence), early warning and disaster prevention are incorporated into the main agenda of OAU. In this regard, the Office will strive to ensure effective exchange and analysis of information. In particular, it envisages the organization of training, workshops and seminars on early warning.

89. During a meeting in 1999 in Addis Ababa, the Emergency Relief Coordinator and the Secretary-General of OAU discussed the need for examining the impact of natural disasters on African societies. Subsequently their discussions led to the concept of an African symposium on natural disasters. It would be a forum for South/South cooperation and exchange of information and of best practices, covering the entire spectrum of disaster management, from response to mitigation and prevention, and including institutional arrangements within existing subregional entities. The Office would fund the participation of key national

officials and representatives from regional groups. Convenient dates and the venue of the symposium are being considered (see also Sect. X).

VIII. Cooperation with UNHCR

90. In order to promote the implementation of programmes in democracy, good governance and human rights with a particular focus on refugees, OAU and UNHCR organized a special OAU/UNHCR meeting of government and non-governmental experts on the thirtieth anniversary of the 1969 OAU Convention Governing the Specific Aspects of Refugee Problems in Africa (1969 OAU Refugee Convention) (27-29 March 2000, Conakry, Guinea). The aim of the meeting was to formulate concrete proposals to be incorporated into a plan of action which would help to strengthen and enhance the implementation of the Refugee Convention, the regime of international protection for asylum seekers, refugees and returnees, and facilitate the search for effective durable solutions to refugee problems in the years to come. The plan was adopted by the OAU Council of Ministers at its seventy-second Ordinary Session (Lomé, Togo, July 2000).

91. Pursuant to the plan, OAU/UNHCR will hold a joint regional judges round table in Addis Ababa, from 14 to 15 November 2000. Judges, magistrates and academicians from East Africa, the Horn of Africa and the Great Lakes region will attend. The purpose is to study the manner in which the judicial and administration system function in relation to the rights of refugees and to recommend ways and means by which the treatment of refugees can be improved in that regard.

92. UNHCR is currently sharing information with the OAU Centre on Conflict Management. In July 2000 UNHCR and OAU held a meeting to identify areas of strengthening cooperation in the field of conflict management.

IX. Cooperation with WHO

Outcome of the Abuja Summit on Roll-back Malaria

93. Since the OAU/United Nations meeting in April 2000, WHO and OAU have cooperated in all matters that arise with regard to roll-back malaria (RBM) and acted together to organize the African Summit on Roll-back Malaria (Abuja, Nigeria, 25 April 2000). The Summit reflected a real convergence of political momentum, institutional synergy and technical consensus on malaria.

94. Forty-four of the 50 malaria-affected countries in Africa attended the Summit. Nineteen delegations were led by Heads of State, while the remaining delegations were led by senior governmental officials. The Summit was also attended by a delegation from OAU. The Director-General of the World Health Organization (WHO), Vice-President of the World Bank, Executive Director of UNICEF, Director of UNDP/Africa and representatives of other United Nations agencies and partners also attended. His Excellency, Chief Olusegun Obasanjo, President of Nigeria, chaired the Summit.

95. The Summit concluded with the signing of the Abuja Declaration and Plan of Action, which were endorsed by the Lomé Summit in July 2000. The OAU General Secretariat will, in collaboration with WHO and other partners, take action accordingly regarding the endorsement.

96. WHO, in collaboration with OAU and the Nigerian Embassy in Addis Ababa, succeeded in getting the African leaders to commemorate the Abuja Summit by declaring 25 April of each year as African Malaria Day and calling upon the United Nations Secretary-General to declare the coming decade, 2001-2010, a decade for malaria control.

97. By signing the Declaration, the African leaders rededicated themselves to the principles and targets of the Harare Declaration of 1997. They committed themselves to an intensive effort to halve the malaria mortality for Africa's people by 2010, by implementing strategies and actions for roll-back malaria, as agreed at the Summit. The African leaders requested WHO to follow up on the implementation of the Declaration, to report annually to OAU and to seek collaboration with United Nations agencies and other partners.

98. In the context of fighting the HIV/AIDS pandemic, WHO, in collaboration with OAU and UNAIDS, participated actively in the meeting of Ministers of Health on HIV/AIDS in May 2000 in Ouagadougou, Burkina Faso. The outcome of the meeting was a contribution to the deliberations at the thirty-sixth OAU Summit (Lomé, July 2000) at which a declaration on HIV/AIDS in Africa was adopted. The Heads of State decided, among other things, to recommit themselves and their Governments

to the principles and actions enunciated in previous declarations, decisions and recommendations on controlling the spread of HIV/AIDS in Africa and to provide leadership for the activities of the national AIDS commissions or council where they existed and ensure that they are established where they do not exist. OAU is expecting WHO to follow up on the implementation of the Declaration and provide recommendations accordingly.

99. The OAU Assembly endorsed a proposal to hold an African summit on HIV/AIDS, tuberculosis and other infectious diseases in the year 2001 and accepted an offer from Nigeria to host the summit. WHO is expected to be fully involved in the preparation of the summit by providing the required technical supports.

X. Cooperation in disaster management

100. In the framework of the African common position on the International Decade for Natural Disaster Reduction and the World Conference on Natural Disaster Reduction (E/ECA/CM/20/30), the Secretary-General of OAU and the United Nations Under-Secretary-General for Humanitarian Affairs met in July 1999 at Addis Ababa and agreed to strengthen the OAU United Nations cooperation in the sphere of disaster prevention, management and coordination in Africa.

101. The two Executives agreed to organize a joint regional symposium that will bring together African governmental representatives, appropriate United Nations agencies and regional economic communities to discuss and chart a way forward for coordinated disaster management in Africa. The global objective of the symposium will be to establish a framework of action and appropriate mechanisms to reduce the increasing social, economic and environmental impacts of natural disasters in Africa. An OAU/United Nations consultative committee, including WHO, has been preparing for the regional symposium. WHO is providing a consultant to assist OAU in the preparations. The symposium will take place in 2000 in Addis Ababa.

XI. Cooperation with UNFPA

102. One of the recommendations made at the United Nations/OAU cooperation meeting was that UNFPA should assist OAU to strengthen its population and development activities. Following the meeting, the task force of the joint secretariats of OAU/ECA/ADB and UNFPA met to review the population and development activities of OAU. The meeting considered the preparations being made for the fourth General Assembly of the African Population Commission (APC), a body established by OAU under the auspices of UNFPA, to advocate for the integration of population issues into development activities in Africa.

103. UNFPA sponsored the second meeting of the working group of the joint OAU/ECA/ADB secretariat (14-16 June 2000, Dakar, Senegal). The meeting reviewed the main findings and recommendations of the recent review process for the International Conference on Population and Development and made proposals for the administrative and substantive aspects of preparation for the next review, 10 years after the Conference.

104. UNFPA continues to provide support to OAU for the implementation of UNDP project RAF/96/P13: Strengthening the population and development activities of OAU. The following activities have been implemented since the last United Nations/OAU meeting:

(a) On-the-job training for a number of OAU staff members on population and development issues at the Cairo Demographic Centre (CDC);

(b) Occasional papers have been produced, on population and the environment and the demographic transition in Africa. More papers are being produced for presentation to the APC General Assembly, to be held in May 2001;

(c) Questionnaires are being prepared for assessing the implementation of the Dakar/Ngor Declaration and the ICPD Programme of Action in all member States of OAU. The result of the assessment will be presented at the APC General Assembly.

105. In addition, UNFPA country offices and the UNFPA country support teams assisted OAU in preparing a new project which will seek to strengthen the institutional capacities of the OAU AEC and of APC, to enable them to sustain their information, education and communication activities and advocacy activities among African countries, towards improvement of the implementation of the ICPD Programme of Action and the Dakar/Ngor Declaration. Is it expected that the project will commence in January 2001.

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Review of the efficiency of the administrative and financial functioning of the United Nations

Human resources management

Human resources management reform, accountability and responsibility, personnel practices and policies and management irregularities

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the reports of the Secretary-General on human resources management reform (A/55/253) and on accountability and responsibility (A/55/270), as well as the follow-up report on management irregularities causing financial losses to the Organization (A/54/793). During its consideration of the reports, the Advisory Committee met with representatives of the Secretary-General, who provided additional information and clarification.

2. The Advisory Committee also had before it the note by the Secretary-General on personnel practices and policies (A/C.5/54/21), which was submitted pursuant to the request made by the Committee in paragraph 104 of its first report on the proposed programme budget for the biennium 2000-2001.[1] The Committee takes note of the contents of that report.

Human resources management reform

3. The Advisory Committee notes with satisfaction the improvement in the format of the report on human resources management reform (A/55/253), which is, in general, much clearer and better focused than previous reports on the subject have been. The manner in which the Secretary-General proposes to proceed is outlined in paragraphs 80 to 82 of his report. The observations and recommendations of the Committee are set out below; however, the issue of administration of justice will be dealt with separately in the context of the Committee's consideration of the report of

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the Joint Inspection Unit on the administration of justice at the United Nations (A/55/57 and Add.1).

Human resources planning

4. As indicated in paragraphs 20 to 25 and annex I of the report, the Secretary-General has established the departmental/office action plan in human resources as the main instrument of planning. According to the report, the action plan reviews the following elements of human resources management: current vacancies, projected vacancies, geographical representation, gender balance, mobility of staff, performance appraisal, career development, training and staff-management relations. The Assistant Secretary-General for Human Resources Management meets with each department and office head to agree on specific goals for each element for the coming 12-month period and to review the achievements and/or shortfalls of the previous 12-month period. Upon enquiry, the Advisory Committee was informed that human resources action plans are formulated at the level of Under-Secretary-General or head of mission. The Committee notes the statement in paragraph 9 of annex I that achievement or non-achievement of the goals of the annual plan is monitored at the six-monthly or mid-point progress review. **Given the overall responsibilities of programme managers for reporting on finance, programme and personnel matters, the Committee recommends that the reporting/planning period be reviewed in the light of experience.**

5. The Advisory Committee notes the statement in paragraph 11 (d) that there is an unprecedented number of vacancies, that up to 400 staff will be retiring each year for the next five years and that the turnover rate presents an opportunity for rejuvenating the Organization. Information on vacancies is set out in annex I below. Additional information on the length of time for which posts have been vacant has been requested and should be supplied to the Fifth Committee. **The Committee stresses the importance, in formulating and implementing human resources action plans, of giving priority to ensuring a systematic rejuvenation of the Secretariat and of retaining younger staff, particularly in the light of the age profile of the staff in the Organization.**

6. As indicated in the report, a human resources management information system (HRMIS) is being set up to make possible the worldwide integration of human resources data. In this connection, the Advisory Committee requested additional information on the linkage between HRMIS and IMIS (see annex II). **The Committee urges the Secretary-General to give priority to the full development of HRMIS at Headquarters and in the field, as many of the proposed reforms are dependent on the dissemination of information throughout the system.** In addition, the Office of Human Resources Management is in the second phase of compiling a skills inventory. This phase, which is scheduled for completion in 2000, will include staff in the field missions. As indicated in annex I, paragraph 6, to the report of the Secretary-General, the inventory is intended to provide a basis for assessing the existing skills of staff, which in turn can be matched to departmental requirements, help to evaluate gaps in personnel resources and help to assess candidates for vacancies, transfers, training and specialized assignments. The Committee notes that in phase one, staff answered a questionnaire on a voluntary basis. In paragraphs 43 and 60 of its first report on the proposed programme budget for the biennium 2000-2001, the Advisory Committee indicates a total of approximately 15,500 regular and extrabudgetary posts. In paragraph 7 of his report,

the Secretary-General indicates that 5,200 staff responded to the questionnaire. While the number of posts and the number of staff are not directly comparable, the foregoing statistics nevertheless indicate a fairly low rate of response to this request for voluntary participation. **The Committee questions whether the completeness of the information collected can be assured if phase two is to be carried out in the same manner, and recommends that the Secretariat consider measures to maximize the response by staff.**

Streamlined rules and procedures

7. As indicated in paragraph 27 of the report, the goal in this area is to eliminate documentation relating to obsolete and redundant rules and procedures, to streamline remaining documentation, to allow for easier access through electronic means and to provide the means for consistent and uniform application. Upon enquiry, the Advisory Committee was informed that the first phase of the process, involving the consolidation and deletion of obsolete rules, would be completed by mid-2001. By 31 December 2000, the existing rules would be available online through a new electronic human resources handbook. The date of completion of the second phase, which would involve simplification of the substantive aspects of the rules, was not known, as it would require work at the common system level. The Committee has been calling attention to this issue since at least 1985;[2] the situation only seems to have become worse. The Committee expects that concrete steps will be taken to produce identifiable results.

Recruitment, placement and promotion

8. The Advisory Committee notes, as indicated in annex II, paragraph 6, to the report, that the proposed changes in the system of recruitment, placement and promotion are predicated on the principle that programme managers, who are responsible and accountable for delivering substantive results in their work programmes, must also be responsible for taking the final decision on the selection of the staff who will fulfil those work programmes. The elements of the proposed new system are indicated in paragraph 35 of the report.

9. The Advisory Committee sought clarification of the statement in annex II, paragraph 8, that staff involvement in the actual selection of candidates would cease. In this connection the Committee requested detailed, step-by-step information on the proposed system as compared with the current system (see annex III).

10. Upon enquiry, the Advisory Committee was informed that in order to speed up the process, recruitment would begin nine months before a vacancy was to arise. This would apply to foreseeable vacancies, such as those which occur as the result of retirement or because of the time limit set on occupancy of the post under the proposed managed mobility system (see below). The Committee was informed that departments were already being required to address vacancies resulting from retirement nine months ahead of time. The Committee notes that advance planning gives additional time to programme managers to screen and judge the suitability of all qualified candidates.

11. Other proposals for speeding up the process include the development of generic formats for vacancy announcements for similar jobs within occupational networks and the rostering of qualified shortlisted candidates who are not chosen for the job so that they may be considered for other similar jobs.

Mobility

12. In section II.D and annex III of his report, the Secretary-General set out a system to promote the mobility of staff in the United Nations. According to the Secretary-General, the aim is to establish a managed approach to mobility, with mobility being understood in a broad sense to include movement within and among functions, departments, occupations, duty stations and organizations of the United Nations. The mechanisms to achieve this goal are set out in paragraph 41 of the report.

13. **The Advisory Committee welcomes the efforts of the Secretary-General to promote the mobility of staff in the P-3 to D-2 levels (see annex III, para. 27, of the report). In implementing these provisions to improve mobility, due consideration should also be given to the importance of institutional memory and expertise, which, however, should not be used to impede the mobility of staff.**

14. Upon request, the Advisory Committee was provided with additional information concerning the reabsorption of staff following mission assignment. That information is reproduced in annex IV to the present report. The Committee notes that for absences of up to two years, staff will be guaranteed the ability to return to a job in their occupational network and duty station, and that for absences exceeding two years, staff will be able to apply for lateral moves through the compendium process, as outlined in annex III, paragraphs 27 to 29, to the report of the Secretary-General. **The Committee is of the opinion that staff members requested by the Organization to remain on mission assignment longer than two years should have the same guarantees as for absences of up to two years, and recommends that the Secretary-General take the issue under consideration.**

Contractual arrangements

15. In paragraph 47 and annex IV of his report, the Secretary-General proposes that in future only three types of appointments would be granted: (a) short-term contracts of up to six months for seasonal work and short-term requirements and when-actually-employed contracts for episodic work, representing no change from the present arrangements; (b) fixed-term contracts, with extensions of up to a maximum total of five years; and (c) continuing contracts, which would be open-ended, with service continuing as long as it meets the Organization's requirements for experience, skills and competency and performance is satisfactory. Separation benefits would be payable at the end of the continuing contract if separation is initiated by the Organization. Staff currently holding permanent appointments would maintain their current contractual status, but no new permanent appointments would be given; thus, for example, it is proposed that staff recruited through the national competitive examination and language staff would no longer receive permanent appointments. The Committee notes from paragraph 50 of the report that at this point the Secretary-General would welcome the views of the General Assembly, in particular with regard to the issue of permanent contracts.

16. The differences between the current permanent contract and the proposed continuing contract have not been adequately explained. Accordingly, the Advisory Committee requested additional specific information thereon (see annex V), as well as an analysis of the impact of the proposals on the existing legislative framework

for the appointment of staff (see annex VI) and information on the percentage of fixed-term contracts over the past five years (see annex VII).

17. The Advisory Committee is concerned about the practice of offering 11-month contracts, which are frequently renewed after a break of one month. The issuance of such contracts to meet continuing needs raises serious issues of budgetary transparency, since general temporary assistance funds are not intended for this purpose. Moreover, requiring an individual to break his or her service for 1 month out of every 12 in order to pretend that they are short-term staff is not in accordance with sound personnel management. **Accordingly, the Committee recommends that the issuance of 11-month contracts to meet continuing needs be discontinued and that strict controls be put in place to prevent future misuse of general temporary assistance funds.** In a related matter, the Committee has stated its views on general temporary assistance for specific positions in paragraph 52 of its first report on the proposed programme budget for the biennium 2000-2001.

Conditions of service

18. The Advisory Committee notes that, as indicated in annex IX, paragraph 1, a worldwide survey of work/life issues that influence staff members' work and decisions about mobility is being undertaken. The report mentions a number of issues under study, such as facilitation of spousal employment, provision of adequate childcare and staff health, safety and welfare in the workplace. With regard to facilitation of the employment of spouses of staff members, the Committee was informed that a number of agreements with host countries would be reviewed and negotiations would be continued with host countries where there was no agreement in place.

19. **The Advisory Committee is of the view that a competitive package of conditions of service is an essential element in the successful achievement of the goals set out in the report of the Secretary-General. This should be fully taken into account when the proposals of the International Civil Service Commission are considered by the General Assembly.**

Role of the Office of Human Resources Management

20. The Advisory Committee notes the changes proposed in the role of the Office of Human Resources Management. **In the opinion of the Committee, the proposal to remove operational and transactional processes from the Office and to give them to programme managers is timely; the Committee urges the Secretary-General to move forward as expeditiously as possible.**

Proposed amendment to staff rule 104.14

21. The Advisory Committee requested information concerning the extent to which the proposed amended staff rule 104.14 contained in annex X to the report of the Secretary-General is intended to implement the proposals in the report, as well as clarification regarding the use of the phrase "permanent appointment" in paragraph (i) (i) of the proposed amended staff rule. The information provided to the Committee is contained in annex VIII below.

Accountability and responsibility

22. The Advisory Committee takes note of the contents of the report of the Secretary-General on accountability and responsibility (A/55/270). **The Committee is of the view that, at the end of annex I to the report, a fifth element should be included regarding access to an impartial, fair system of internal administration of justice.** The Committee requested the Secretariat to provide it with a text for the fifth item, which should be provided to the Fifth Committee.

Management irregularities

23. The Advisory Committee takes note of the report of the Secretary-General on management irregularities (A/54/793), which was prepared in response to previous concerns raised by the Committee (A/53/954). **The Committee points out that an efficiently functioning system for the administration of justice, as well as the successful implementation of a comprehensive system of accountability (see A/55/270), will be key to the eventual positive impact of the procedures outlined by the Secretary-General in his report.**

Notes

[1] *Official Records of the General Assembly, Fifty-fourth Session, Supplement No. 7* (A/54/7).

[2] See ibid., *Fortieth Session, Supplement No. 7* (A/40/7), para. 72.

Annex I

Management report on personnel, posts and vacancies by section of the budget, as at 30 June 2000[a] (regular budget posts only)

Budget section	No. of posts			No. of staff			No. of vacancies			No. of posts blocked[b]	Vacancy rate			
	Total	Professional	General Service	Total	Professional	General Service	Total	Professional	General Service		Total	Adjusted[c]	Professional	General Service
1. Overall policy-making, direction and coordination	130	56	74	124	53	71	6	3	3		4.6%	4.6%	5.4%	4.1%
2. General Assembly affairs and conference services	1 856	902	954	1 823	875	948	33	27	6	1	1.8%	1.7%	3.0%	0.6%
3. Political affairs	189	104	85	184	99	85	5	5		1	2.6%	2.1%	4.8%	0.0%
4. Disarmament	47	29	18	46	29	17	1		1	1	2.1%	0.0%	0.0%	5.6%
5. Peacekeeping operations	187	40	147	180	36	144	7	4	3	2	3.7%	2.7%	10.0%	2.0%
6. Peaceful uses of outer space	18	13	5	15	10	5	3	3			16.7%	16.7%	23.1%	0.0%
8. Legal affairs	139	76	63	136	73	63	3	3			2.2%	2.2%	3.9%	0.0%
9. Economic and social affairs	494	266	228	484	260	224	10	6	4	1	2.0%	1.8%	2.3%	1.8%
10. Africa: New Agenda for Development	22	13	9	19	11	8	3	2	1		13.6%	13.6%	15.4%	11.1%
11A. Trade and development	401	231	170	362	199	163	39	32	7	1	9.7%	9.5%	13.9%	4.1%
12. Environment	38	21	17	37	21	16	1		1		2.6%	2.6%	0.0%	5.9%
13. Human settlements	66	42	24	64	40	24	2	2			3.0%	3.0%	4.8%	0.0%
14. Crime prevention and criminal justice	24	19	5	24	19	5					0.0%	0.0%	0.0%	0.0%
15. International drug control	71	47	24	68	44	24	3	3		1	4.2%	2.8%	6.4%	0.0%
16. Economic and social development in Africa	569	221	348	457	151	306	112	70	42		19.7%	19.7%	31.7%	12.1%
17. Economic and social development in Asia and the Pacific	468	172	296	428	151	277	40	21	19		8.5%	8.5%	12.2%	6.4%
18. Economic development in Europe	196	115	81	185	108	77	11	7	4		5.6%	5.6%	6.1%	4.9%

Budget section	No. of posts			No. of staff			No. of vacancies			No. of posts blocked[b]	Vacancy rate			
	Total	Pro-fessional	General Service	**Total**	Pro-fessional	General Service	**Total**	Pro-fessional	General Service		**Total**	Adjusted[c]	Pro-fessional	General Service
19. Economic and social development in Latin America and the Caribbean	**491**	181	310	**481**	179	302	**10**	2	8	1	**2.0%**	1.8%	1.1%	2.6%
20. Economic and social development in Western Asia	**266**	103	163	**237**	84	153	**29**	19	10		**10.9%**	10.9%	18.4%	6.1%
22. Human rights	**147**	95	52	**133**	83	50	**14**	12	2	1	**9.5%**	8.8%	12.6%	3.8%
25. Humanitarian assistance	**49**	32	17	**44**	27	17	**5**	5			**10.2%**	10.2%	15.6%	0.0%
26. Public information	**486**	251	235	**479**	246	233	7	5	2	1	**1.4%**	1.2%	2.0%	0.9%
27. Administrative services	**1 555**	347	1 208	**1 510**	318	1 192	**45**	29	16	7	**2.9%**	2.4%	8.4%	1.3%
28. Internal oversight	**80**	53	27	**78**	51	27	**2**	2			**2.5%**	2.5%	3.8%	0.0%
Total	**7 989**	**3 429**	**4 560**	**7 598**	**3 167**	**4 431**	**391**	**262**	**129**	**18**	**4.9%**	**4.7%**	**7.6%**	**2.8%**

[a] The number of staff plus the number of vacancies sometimes exceeds the number of posts; this represents part-time staff occupying posts at less than 100 per cent incumbency.

[b] Regular budget posts currently vacant with a future incumbency; this number is included in the total number of vacant posts.

[c] Excludes blocked posts.

Annex II

Linkage between the Human Resources Management Information System Section and the Integrated Management Information System

The Human Resources Management Information System Section of the Operational Services Division of the Office of Human Resources Management provides information from both the Integrated Management Information System (IMIS) and supplementary information systems, as well as from other non-IMIS sources, in areas that are not yet covered or are not intended to be covered by IMIS per se. Among other responsibilities, the Section is tasked with: (a) providing IMIS support (help desk, pre-implementation support, testing, development of desk procedures, training and general user support), and (b) maintenance of worldwide data on human resources, extracting the relevant statistics and producing the required reports. For these tasks the Section employs ad hoc software tools, which do not constitute a separate system.

For example, currently reports on consultants cannot be produced fully from IMIS because it does not yet convert all locations and duty stations. Similarly, reports on gratis personnel require incorporation of data not all of which is currently available in IMIS. Furthermore, while personnel data in IMIS are available from 1994 onwards, related financial data are not available for periods before 1996 at Headquarters and for more recent dates in respect of offices away from Headquarters. For this reason, data collected in the pre-IMIS system (IPPS) needs to be maintained as a repository of information on staff that have not yet been included in IMIS and as a precursor to the full implementation of IMIS Release 5. Once IMIS Release 5 is completed, in 2001, automated reports will be able to be produced that include all IMIS data.

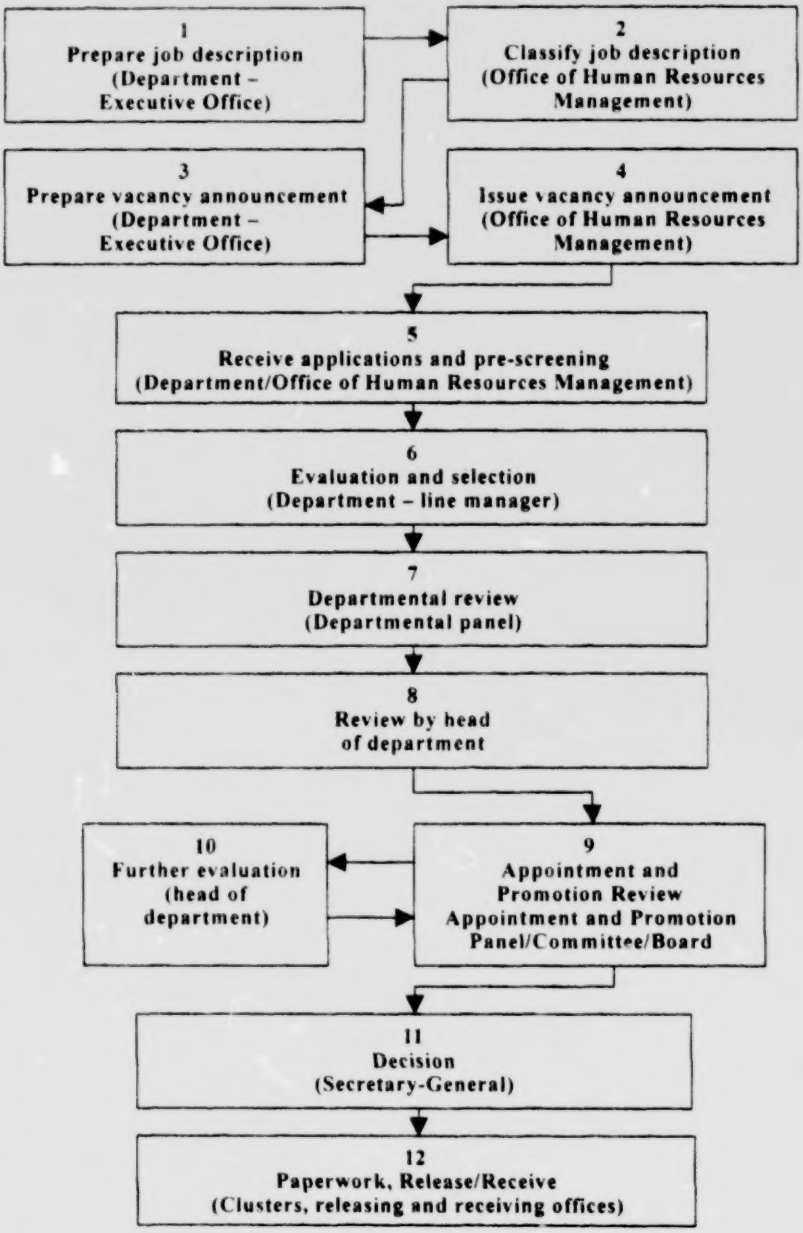
As IMIS expanded to cover more duty stations and various categories of personnel, the need for a system outside of IMIS will diminish.

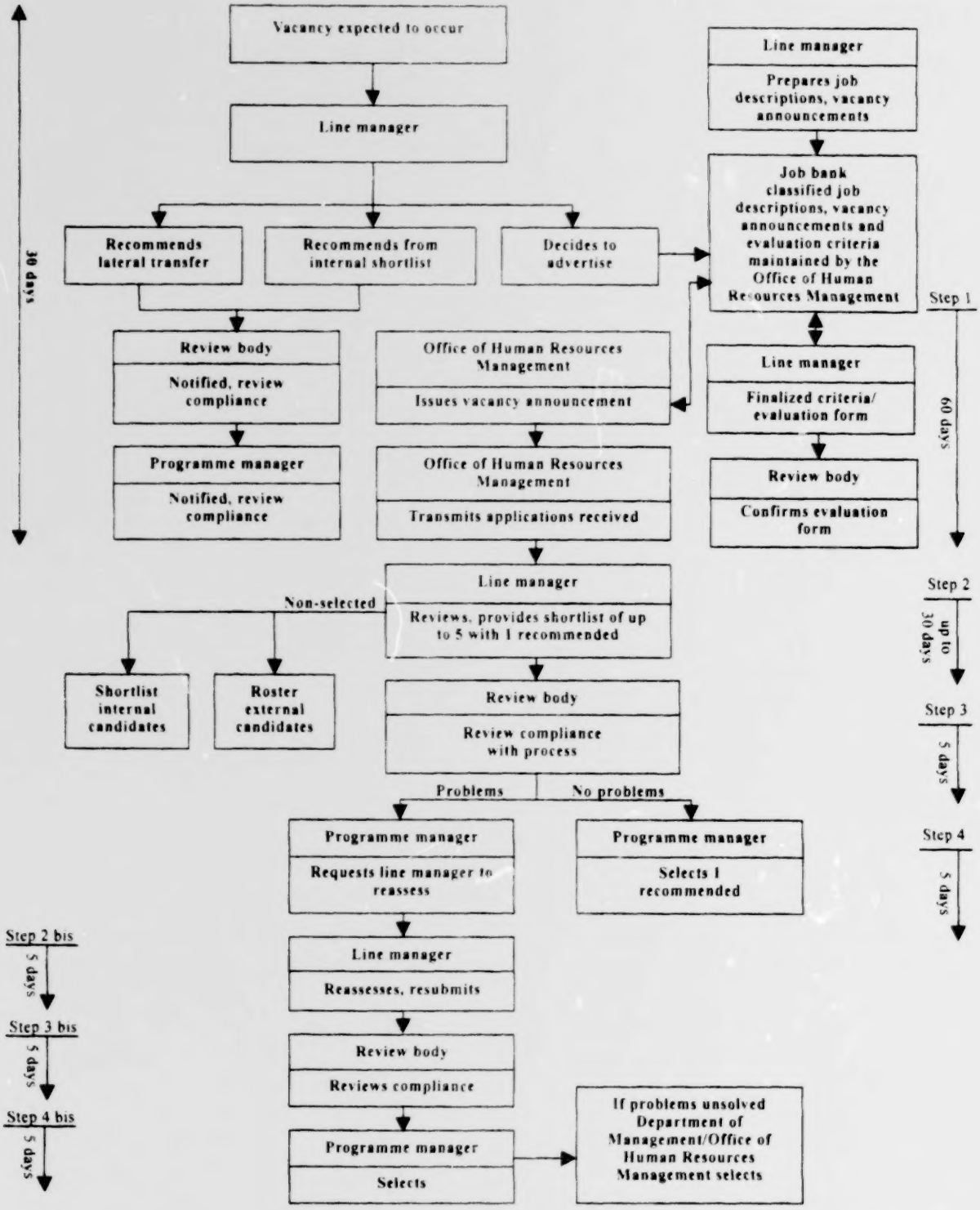
Annex III

Comparison of current and proposed recruitment and placement processes

Pre-recruitment

Recruitment process




Vacancy expected to occur
Line manager
Recommends lateral transfer
Recommends from internal shortlist
Decides to advertise
30 days
Review body
Notified, review compliance
Programme manager
Notified, review compliance
Line manager
Prepares job descriptions, vacancy announcements
Job bank classified job descriptions, vacancy announcements and evaluation criteria maintained by the Office of Human Resources Management
Step 1
Office of Human Resources Management
Issues vacancy announcement
Line manager
Finalized criteria/ evaluation form
Review body
Confirms evaluation form
60 days
Office of Human Resources Management
Transmits applications received
Line manager
Non-selected
Reviews, provides shortlist of up to 5 with 1 recommended
Step 2
up to 30 days
Shortlist internal candidates
Roster external candidates
Review body
Review compliance with process
Step 3
5 days
Problems
No problems
Programme manager
Requests line manager to reassess
Programme manager
Selects 1 recommended
Step 4
5 days
Step 2 bis
5 days
Line manager
Reassesses, resubmits
Step 3 bis
5 days
Review body
Reviews compliance
Step 4 bis
5 days
Programme manager
Selects
If problems unsolved Department of Management/Office of Human Resources Management selects

Annex IV

Reabsorption of staff upon return from mission assignment

Annex III to the report of the Secretary-General on human resources management reform (A/55/253) sets out a number of mechanisms to encourage mission service and to ensure that field missions can be rapidly staffed without unduly disrupting the delivery of ongoing programme requirements.

With respect to return from mission assignment:

(a) Staff assigned to field missions for less than a year will be guaranteed return to their original jobs if they wish;

(b) For absences of up to two years, staff will be guaranteed the ability to return to a job in their occupational network and duty station;

(c) For absences longer than two years, staff will be able to apply for lateral moves through the compendium process, which will provide regular information on all forecast vacancies.

Staff who are temporarily promoted in the field will be eligible to apply for lateral moves at a higher level after one year's service at the higher level.

Any staff member who cannot be placed immediately on an established post within his or her occupational network will be accommodated through the central administration of vacancies.

Annex V

Additional information on contracts

A. Comparison of permanent contracts and proposed continuing contracts

	Permanent contracts	*Continuing contracts*
Preceded by	2 years' probationary service	2-5 years of fixed-term contract
Reasons for ending	On grounds of abolition of post, reduction of staff, health reasons or unsatisfactory service	May be terminated when the Secretary-General determines it is in the interests of the Organization
Termination/severance benefits	See column 2 of annex III "Termination indemnity" to the Staff Rules	See columns 3 and 4 of annex III "Termination indemnity" to the Staff Rules
Abolition of posts and reduction of staff	Permanent staff are retained in preference to those on all other types of appointment, with due regard to relative competence, integrity and length of service	Decision is made on the basis of relative competence, integrity and length of service

B. Suspension of the granting of permanent and probationary appointments

1. In section II, paragraph 5, of its resolution 49/222 A of 23 December 1994, the General Assembly requested the Secretary-General to sustain the present ratio between career and fixed-term appointments and to submit to it specific proposals on the proportion of appointments that should be made on a fixed-term basis.

2. Effective 15 September 1995, the Secretary-General decided to implement a freeze in recruitment (ST/SGB/278).

3. Effective 13 November 1995, the Secretary-General decided to suspend the granting of permanent and probationary appointments (ST/SGB/280).

4. In response to the deep concern expressed by Member States in respect of staff on probationary appointments, the Secretary-General, on 22 December 1995, issued a bulletin (ST/SGB/280/Amend.1) repealing the provision of ST/SGB/280 concerning the granting of probationary appointments on initial recruitment and the review of probationary appointments for conversion to permanent status.

5. Pursuant to the request made in General Assembly resolution 49/222 A, the Secretary-General submitted a report (A/C.5/51/34) on the ratio between career and fixed-term appointments. In that report the Secretary-General proposed three

different approaches which could be adopted individually or in combination, for the consideration of the Assembly, as follows:

(a) Given the widely disparate situations now included in the category of "fixed-term appointment" and the resulting limits on the usefulness of a proportion based on a broad and multi-purpose category, a desirable proportion of career appointments could be set, with no change to the existing types or conditions of appointment. In order to rationalize the system and make it responsive to budgetary constraints, the Assembly may wish to establish an overall limit on the number of career appointments, which would be directly related to the expected long-term resources of the Organization;

(b) With no change in the existing types of appointments, Assembly resolution 37/126 of 17 December 1982 could be clarified to specify that staff members will be entitled to consideration for conversion to career appointment not only when they have completed five years of continuing good service, as is now provided, but also when the work and functions to be performed are of a continuing nature and, if the Assembly should so decide, the number of career appointments does not exceed the overall limit that might be set under subparagraph (a) above;

(c) Building on the best attributes of subparagraphs (a) and (b) above, a dual-track system of career and non-career appointments could be introduced, with new types of appointment better suited than the existing ones to the present and future needs of the Organization.

6. In its resolution 51/226 of 3 April 1997, the General Assembly clarified as follows the views of the Member States:

(a) In section III.B, paragraph 19, the Assembly requested the Secretary-General, notwithstanding the provisions of section V of the resolution, to offer or to continue to offer probationary appointments to all staff members who have passed a competitive recruitment examination and to consider all such staff members for conversion to permanent appointment after completion of the period of probationary service;

(b) In section V of the resolution, the Assembly underlined the importance of the concept of career service for staff members performing continuing core functions; requested the Secretary-General to make efforts to achieve the level of 70 per cent of permanent appointments in posts subject to geographical distribution and to report thereon to the Assembly at its fifty-third session; decided that five years of continuing service as stipulated in its resolution 37/126 did not confer the automatic right to a permanent appointment, and also decided that other considerations, such as outstanding performance, the operational realities of the organizations and the core functions of the post, should be duly taken into account; and endorsed in principle the introduction of a dual-track system of career and non-career appointments, and requested the Secretary-General to submit to it at its fifty-third session detailed proposals for the implementation of that system, including a definition of continuing core functions with a full explanation of the manner in which such a definition would be applied and the text of any necessary amendments to the Staff Regulations and Rules that would be required in order to implement the new system. At the time, the Assembly was aware that more than 70 per cent of staff in posts subject to geographical distribution were on a permanent appointment. The

resolution thus reinforced the suspension of conversion of fixed-term to permanent appointments that had already been decided by the Secretary-General.

7. In section V of its resolution 53/221 of 7 April 1999, the General Assembly reiterated and reinforced as follows the requests previously made in resolution 51/226:

(a) In paragraph 21, the Assembly requested the Secretary-General to offer or to continue to offer probationary appointments to all staff members who had passed a competitive recruitment examination and to consider such staff members for conversion to permanent appointment after successful completion of the period of probationary service;

(b) In paragraph 23, the Assembly requested the Secretary-General to continue his efforts to implement section V, paragraph 2, of resolution 51/226, and encouraged him to continue his efforts with a view to increasing the share of fixed-term appointments throughout the Secretariat.

8. In accordance with resolution 53/221, the Secretary-General continues his efforts to maintain the level of 70 per cent of permanent appointments in posts subject to geographical distribution. This necessitates maintaining the freeze on the granting of permanent and probationary appointments, except in respect of recruitment of successful candidates from national competitive examinations and language staff.

Annex VI

Impact of the proposals made in the report of the Secretary-General on human resources management reform[a] on the existing legal framework for the appointment of staff

A. Legal framework from General Assembly resolution 51/226 of 3 April 1997

(a) In paragraph 1 of section II, the Assembly recognized the role of the Office of Human Resources Management as the primary representative of the Secretary-General in establishing human resources policies and guidelines. In his report, the Secretary-General focused on the importance of the Office as the central authority for human resources policies and guardian of the Assembly's mandates with respect to geographical distribution and gender. In the past, although the Office has been the authority for human resources policy, the actual application of that policy was often not implemented in that the various departments and offices were partially responsible for processes and goal-setting without any clear indication of what their specific role was in meeting those global mandates. With respect to application of human resources policies, programme managers often were not held accountable if they failed to apply established human resources policies.

The report of the Secretary-General clearly shows a complete change in strategy on the part of the Secretary-General. The Office of Human Resources Management has now finished the first round of annual human resources planning meetings with the heads of departments and offices. As explained in detail in annex I to the report, these meetings review critical human resources elements with each head of office and the head of office and the Office of Human Resources Management together agree on targets during the course of the year. At the end of the year, the Office of Human Resources Management reports to the Secretary-General on the performance of each office in meeting these targets. This is an unprecedented step towards full accountability of programme managers and provides the Office with specific and quantifiable data on the human resources performance of specific managers and departments. This leap from a more passive and subjective approach for monitoring to one which is objective and quantifiable strengthens the Office of Human Resources Management.

(b) In paragraph 11 of section III.B of the resolution, the Assembly requested the Secretary-General to instruct all programme managers to inform the Office of Human Resources Management of all vacancies immediately and of all foreseen vacancies six months before the posts became vacant.

This would be reinforced through the departmental action plans.

(c) In paragraphs 15 and 16 of section III.B, the Assembly reaffirmed the policy that recruitment at the P-1 and P-2 levels and for language posts be made exclusively through competitive examination, and normally through competitive examination for P-3 posts. Special attention to be paid to prospects for promotion to the P-3 level.

The report is fully consistent with the above.

(d) In paragraph 27 of section III.B, the Assembly requested the Secretary-General to ensure that persons serving in peacekeeping or other field missions became eligible for consideration for internal vacancies after 12 months of service. However, in paragraph 2 of section IV of resolution 52/219, the General Assembly decided that persons eligible to be considered for internal vacancies within the Secretariat after 12 months of service under paragraph 27 of section III.B of resolution 51/226 should be staff appointed in the Professional category or above under the 100 or 300 series of the Staff Rules to serve against peacekeeping support account posts at Headquarters or in peacekeeping or other field missions, and decided further that such eligibility should be limited to vacant posts at the P-4 level and above.

Some elements of the recruitment/promotion and mobility proposals would extend the categories of those allowed to apply for internal vacancies to increase mobility between the field and Headquarters (see A/55/253, annex III).

(e) In section III.C, the General Assembly recalled prior resolutions reaffirming the goal of a 50/50 gender distribution and reaffirmed the paramount considerations of the highest standards of efficiency, competence and integrity, with full respect for the principle of equitable geographical distribution.

These principles govern the work done in the departmental action plans.

(f) In section III.D the Assembly recognized that career development is an indispensable part of effective human resources management.

The proposals would facilitate career development of staff.

(g) In paragraph 6 of section III.D the Assembly requested development and implementation of the managed reassignment programme for entry-level staff.

Managed reassignment for staff at the P-2 level is an integral part of the reform proposals.

(h) In paragraph 7 of section III.D the Assembly reiterated the importance of making substantive progress towards greater mobility for internationally recruited staff.

The mobility proposal would achieve this goal.

(i) In paragraph 19 of section III.B the Assembly requested that the Secretary-General offer probationary appointment to all staff recruited through a competitive examination, and to convert the appointment to permanent after completion of the period of probationary service.

This will be affected if the General Assembly approves the principle of a change in contractual mechanisms. Staff recruited through a competitive examination would receive a fixed-term contract, for a maximum duration of five years, after which they would receive a continuing appointment.

B. General Assembly resolution 53/221

(a) In paragraph 2 of section II the Assembly decided that the Office of Human Resources Management should remain the central authority for the

monitoring and approval of the recruitment and placement of staff and for the interpretation of the regulations and rules of the Organization and their enforcement.

The reform proposals would in fact strengthen the Office's central monitoring role and its authority for interpreting the rules. In terms of placement of staff, the planned mobility system would increase the number of career move opportunities for staff at all levels in the Organization. The Office will have a central role in monitoring and working with programme managers in the selection process. In terms of the new recruitment system, decision-making for selection will rest with the programme managers, where it should in fact be. However, under the new system, should the Central Review Board provide evidence that procedures and evaluations were not completed in an open, fair, reasoned and documented manner, the Office of Human Resources Management and the Department of Management will have the authority to suspend the recruitment decision. This clearly strengthens the role of the Office in comparison with the current system, in which the Office is involved in the process only after managers have made recommendations and the review bodies have passed judgement. It is often difficult to argue either for or against a particular recommendation.

(b) In paragraphs 5 to 8 of section III the Assembly emphasized the need to ensure proper mobility of staff and requested proposals to that effect.

This is done in the mobility proposal.

(c) In paragraph 4 of section V the Assembly decided that external vacancy announcements should have a two-month deadline for submission of applications after the date of issue.

This requirement is respected in the proposal.

(d) In paragraph 21 of section V the Assembly requested that probationary appointments be offered to staff having passed a competitive recruitment examination and that such staff be considered for conversion to permanent appointment after successful completion of the period of probationary service.

In paragraph 23 the Assembly requested the Secretary-General to continue his efforts to implement the 70 per cent ceiling for posts subject to geographical distribution, and encouraged him to continue his efforts with a view to increasing the share of fixed-term appointments throughout the Secretariat.

The above would be affected should the proposal on contractual mechanisms be adopted.

(e) In paragraph 5 of section X, the Assembly decided that the objective of 50/50 gender distribution should be pursued in compliance with the provisions of Articles 8 and 101 of the Charter of the United Nations and staff regulation 4.3 in order to ensure equal opportunities for qualified women *and men* in recruitment and promotion. [Emphasis added.]

The proposals are fully consistent with the decision of the Assembly.

(f) In paragraph 4 of section XI the Assembly requested the Secretary-General to take into account the views of staff representatives.

In paragraph 4 of his report the Secretary-General describes the extent of staff-management consultations that have been undertaken through the formal Staff-

Management Coordination Committee mechanisms with regard to the development of the Secretary-General's proposals. Furthermore, the Secretariat has undertaken an unprecedented communications outreach programme with the staff at large at Headquarters as well as with staff in each of the regional commissions and in Geneva, Vienna and Nairobi and various peacekeeping missions. An attempt was made to reach all categories of staff at all duty stations through this communications strategy to share proposals, solicit their views and incorporate some of those views into proposals. With respect to the mobility proposals, there was overwhelming support from the staff representatives of all of the offices of the Secretariat; the only reservation voiced was that of the New York Staff Committee. Most of the staff around the world voiced their interest in increased mobility and access to jobs and opportunities at the Headquarters duty station.

C. General Assembly resolution 37/126 of 17 December 1982

(a) In paragraph 5 of section IV, the Assembly decided that staff members on fixed-term appointments upon completion of five years of continuing good service should be given every reasonable consideration for a career appointment. In 1986 the Group of High-level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations recommended that staff members be eligible for permanent appointments after having served three years in the United Nations.[b] In its resolution 41/213 of 19 December 1986 the Assembly decided that the recommendations made by the Group should be implemented by the Secretary-General.

(b) The scope and meaning of these provisions were changed as follows by the Assembly in paragraphs 2 and 3 of section V of its resolution 51/226 of 3 April 1997, in which it:

(i) Requested the Secretary-General to make efforts to achieve the level of 70 per cent of permanent appointments in post subject to geographical distribution. This resulted in a freeze of the conversion process until the percentage was brought down to that level;

(ii) Decided that five years of continuing service did not confer the automatic right to a permanent appointment, and that other considerations, such as outstanding performance, the operational realities of the organizations and the core functions of the post should be duly taken into consideration.

In addition, in paragraph 23 of section V of resolution 53/221 the Assembly requested the Secretary-General to continue his efforts to implement section V, paragraph 2, of resolution 51/226, and encouraged him to continue his efforts with a view to increasing the share of fixed-term appointments throughout the Secretariat.

(c) The preliminary proposals on contractual mechanisms would be fully consistent with resolution 37/126, as they would allow for a continuing appointment, which would be a "career appointment" after an initial period on fixed-term, which would be up to but not more than five years. (See para. 8 of annex IV to the report of the Secretary-General.)

Rather than a fixed ratio of career and non-career appointments, the system would expedite achievement of the overall goals set out in paragraph 1 of annex IV to the report.

Notes

[a] A/55/253.

[b] *Official Records of the General Assembly, Forty-first Session, Supplement No. 49* (A/41/49), recommendation 45.

Annex VII

Percentage of fixed-term and permanent contracts

Staff subject to geographical distribution

Year	*Permanent and probationary*	*Percentage*	*Fixed-term*	*Percentage*	*Total*
1980	1 710	61.3	1 079	38.7	2 789
1985	1 908	61.5	1 194	38.5	3 102
1990	1 877	73.3	684	26.7	2 561
1995	1 918	76.3	597	23.7	2 515
2000	1 665	69.7	724	30.3	2 389

All staff

Year	*Permanent and probationary*	*Percentage*	*Fixed-term*	*Percentage*	*Total*
1996	7 486	49.3	7 692	50.7	15 178
2000	6 135	46.4	7 096	53.6	13 231[a]

[a] As at 2000, local staff in field missions have not been included into the total count.

Annex VIII

Additional information concerning annex X to the report of the Secretary-General on human resources management reform[a]

Annex X to the report contains a revised text of staff rule 104.14, which is brought to the attention of the General Assembly. This amendment is necessary to establish the central review bodies, which would constitute an integral part of the reformed recruitment, placement, promotion and mobility system. As such, introduction of revised staff rule 104.14 would play a vital role in the implementation of the human resources management reform package.

(a) The amendment is necessary for the establishment of the central review bodies to discharge the functions described in the proposals contained in the report;

(b) Paragraphs (a) to (g) of annex X, which deal with the establishment and composition of the proposed joint central review bodies, do not introduce substantive changes from the text of existing staff rule 104.14 (a) to (e), which governs the establishment and composition of the current appointment and promotion bodies. The new text, however, seeks to express the rules in a more readily understandable manner;

(c) Paragraph (h) of annex X defines the functions of the new central review bodies with regard to appointment and promotion:

(i) They shall confirm the validity of evaluation criteria to be applied to candidates for all advertised vacancies. This will ensure that the criteria are defined in advance, regardless of the individual qualifications of applicants;

(ii) After evaluation, they shall confirm that the recommendation has been based on the pre-approved selection criteria and is in compliance with applicable procedures. This will further ensure fairness and integrity of the process;

(d) The essential new feature of paragraph (h) is to introduce the requirement that the selection criteria are approved in advance of the process. Review by a joint body at this preliminary stage will avoid many delays that currently result from a review taking place at the end of the process, when it may be extremely difficult to resolve problems not previously identified;

(e) Paragraph (i) of annex X defines the review functions of the central review bodies in regard to permanent appointments. Those functions are currently discharged by the appointment and promotion bodies under staff rule 104.14 (f) (ii) *a* and *b*. These functions remain necessary as long as no decision has been taken not to give "probationary appointments" under staff rule 104.12 (a), which entitle a staff member to be considered for permanent appointment at the end of the probationary period. Moreover, as explained in paragraph 7 of annex IV to the report, a change to new contractual mechanisms would not affect the contractual status of staff currently holding permanent appointments. There will, therefore, be a need for a mechanism to review any proposal for termination of permanent appointments for unsatisfactory service under staff regulation 9.1 (a) in respect of staff currently holding a permanent appointment in the event that their performance is not satisfactory.

The General Assembly has been provided with the information on the proposals the Secretary-General is considering with respect to the contractual arrangements. However, no changes in them have been introduced yet. Therefore, the proposed amendment to staff rule 104.14 contained in annex X to the report provides for the continuation of the procedures with respect to permanent appointments. Should the Secretary-General propose in future to abolish permanent contracts, any necessary changes in the rules would be reported to the General Assembly.

Notes

[a] A/55/253.

United Nations A/55/500–S/2000/1000

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Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples

Security Council
Fifty-fifth year

Letter dated 17 October 2000 from the Permanent Representative of Namibia to the United Nations addressed to the Secretary-General

I have the honour to transmit to you a letter from the Frente POLISARIO to the members of the General Assembly and the members of the Security Council on the question of Western Sahara (see annex) and I should be grateful if you would have it circulated as a document of the General Assembly, under agenda item 18, and of the Security Council.

(*Signed*) Martin **Andjaba**
Ambassador
Permanent Representative

00-69916 (E) 191000 191000

Annex to the letter dated 17 October 2000 from the Permanent Representative of Namibia to the United Nations addressed to the Secretary-General

[Original: French]

New York, 13 October 2000

On the eve of the Security Council's consideration of the Secretary-General's report, and on instructions from my authorities, I have the honour to inform you of the position of the Frente Popular para la Liberación de Saguia el-Hamra y de Río de Oro (Frente POLISARIO) regarding the latest developments in the efforts to settle the question of Western Sahara.

Since it accepted the settlement plan in 1988, the Frente POLISARIO has engaged in faithful, constant and total cooperation with the Secretary-General and the Security Council with a view to implementing the plan and holding the referendum on self-determination, which is its ultimate goal.

It was in this spirit that the Frente POLISARIO contributed decisively to the conclusion of the Houston agreements in 1997 and accepted without hesitation the package of measures proposed by the Secretary-General during his visit to the region in November and December 1998, which gave rise to the protocols on identification and appeals that were formally endorsed by the Security Council in May 1999. It is in this same spirit that the Frente POLISARIO participated, more recently, in meetings held under the auspices of the Secretary-General's Personal Envoy in London in May and June and in Berlin in September 2000, as well as in technical discussions organized by the United Nations in Geneva in July 2000.

The Geneva meeting, which was intended to deal with the difficulties that are currently hindering the continuation of the referendum process, in particular with respect to the question of appeals, did not make any progress whatsoever. Morocco, which in London, one month prior to the meeting, had pledged to Mr. James Baker that it would cooperate in resolving the issue, categorically refused to discuss the question, which nevertheless remains the principal obstacle to the continuation of the settlement process.

At the Berlin meeting, the Frente POLISARIO accepted the proposals put forward by Mr. Baker concerning the confidence measures that were recommended in the context of preparations for the repatriation of refugees, in spite of the shortcomings of the document submitted on that occasion. As usual, the Moroccan delegation rejected the Personal Envoy's proposal on confidence measures, just as it reiterated its refusal to consider the central question of appeals that was once again proposed by Mr. Baker.

Thus, instead of cooperating with the United Nations as it had pledged, the Kingdom of Morocco, which during the past three years has increased the number of obstacles to the implementation of the settlement plan and the holding of the referendum, is today claiming that the plan cannot be implemented and is trying to replace it with an approach that seeks to shelve the plan for good and to legitimize its occupation of Western Sahara.

The Frente POLISARIO rejects this latest tactic by Morocco since it constitutes a perversion of the referendum process being conducted by the United

Nations and a blatant denial of the Saharan people's sacred right to self-determination.

In fact, the abandonment of the settlement plan, which is today publicly advocated by the Kingdom of Morocco, would result in the collapse of the whole edifice so patiently built over the past few years and of which the ceasefire is an inseparable element.

The Frente POLISARIO wishes to reaffirm, once again, its commitment to the settlement plan accepted by the two parties and supported by the entire international community, since it is convinced that only the holding of a free and impartial referendum on self-determination will allow the Saharan people freely to choose their future and settle, in a just and definitive manner, a conflict that has continued for over 25 years.

In this regard, the Frente POLISARIO wishes to reiterate that it is fully prepared to continue the dialogue and negotiations with the Kingdom of Morocco under the auspices of the Personal Envoy of the Secretary-General in the strict framework of the settlement plan, the Houston agreements and the protocols of May 1999 in order to overcome the final obstacles to the implementation of the settlement plan and to hold the long-awaited referendum on self-determination as soon as possible.

(*Signed*) Ahmed **Boukhari**
Representative of the Frente POLISARIO

United Nations A/55/501–S/2000/1001*

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Fifty-fifth session
Agenda item 40
The situation in the Middle East

Security Council
Fifty-fifth year

Letter dated 17 October 2000 from the Permanent Representative of the United States of America to the United Nations addressed to the Secretary-General

I have the honour to transmit to you the attached statement by President William Clinton on the occasion of the conclusion of the Middle East Peace Summit at Sharm el-Sheikh, Egypt (see annex).

I should be grateful if you would have the text of the statement circulated as an official document of the General Assembly, under agenda item 40, and of the Security Council.

(*Signed*) Richard C. **Holbrooke**

* Reissued for technical reasons.

00-69922* (E) 201000

Annex to the letter dated 17 October 2000 from the Permanent Representative of the United States of America to the United Nations addressed to the Secretary-General

President Clinton: First of all, I want to thank President Mubarak and his able team for making it possible for us to have this meeting that we have held in this magnificent and beautiful place. I especially want to thank President Mubarak for Egypt's consistent and pivotal partnership in the peace process and for playing a critical role in our efforts here. I also want to thank His Majesty King Abdullah for his steadfast leadership for peace, which again was in evidence.

I would like to thank the European Union High Commissioner Javier Solana, my longtime friend, who worked with me to bring an end to violence in the Balkans, and now is working in the Middle East. And especially I want to thank Secretary-General Kofi Annan, who has been here now in the region for more than a week, and who has worked tirelessly to bring an end to violence and to make this meeting possible.

But of course, the greatest credit for the progress we have made today belongs to Prime Minister Barak and Chairman Arafat, who have had to overcome the difficulties of these past several days. And we all recognize that theirs was the primary decision to make.

Our meeting has not been easy because the past two weeks have been so hard: a tragic and terrible confrontation costing many lives and injuries, threatening everything that we have worked to achieve between Israelis and Palestinians and throughout the region over the past seven years.

Even as we meet, the situation in the territories remains tense. Yesterday again was violent.

This is a reminder of the urgency of breaking the cycle of violence. I believe we have made real progress today. Repairing the damage will take time and great effort by all of us.

When we leave here today, we will have to work hard to consolidate what we have agreed. Let me summarize what has been agreed so that there will be no misunderstanding.

Our primary objective has been to end the current violence so we can begin again to resume our efforts towards peace. The leaders have agreed on the three basic objectives and steps to realize them.

First, both sides have agreed to issue public statements unequivocally calling for an end to violence. They have also agreed to take immediate, concrete measures to end the current confrontation, eliminate points of friction, ensure an end to violence and incitement, maintain calm and prevent a recurrence of recent events.

To accomplish this, both sides will act immediately to return the situation to that which existed prior to the current crisis, in areas such as restoring law and order, redeployment of forces, eliminating points of friction, enhancing security cooperation and ending the closure and opening the Gaza airport. The United States will facilitate security cooperation between the parties as needed.

Secondly, the United States will develop with the Israelis and Palestinians, as well as in consultation with the Secretary-General of the United Nations, a committee of fact-finding on the events of the past several weeks and how to prevent their recurrence. The committee's report will be shared by the President of the United States with the Secretary-General of the United Nations and the parties prior to publication. A final report shall be submitted under the auspices of the United States President for publication.

Thirdly, if we are to address the underlying roots of the Israeli-Palestinian conflict, there must be a pathway back to negotiations and a resumption of efforts to reach a permanent status agreement based upon Security Council resolutions 242 (1967) and 338 (1973) and subsequent understandings. Towards this end, the leaders have agreed that the United States would consult with the parties within the next two weeks about how to move forward.

We have made important commitments here today against a backdrop of tragedy and crisis. We should have no illusions about the difficulties ahead.

If we are going to rebuild confidence and trust, we must all do our part, avoiding recrimination and moving forward. I am counting on each of us to do everything we possibly can in the critical period ahead.

United Nations A/55/502

General Assembly

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Fifty-fifth session
Agenda item 86
Comprehensive review of the whole question of peacekeeping operations in all their aspects

Report of the Secretary-General on the implementation of the report of the Panel on United Nations peace operations

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I. Introduction

1. On 21 August 2000, I transmitted to the Presidents of the General Assembly and the Security Council the report of the Panel on United Nations Peace Operations (A/55/305-S/2000/809). In my transmittal letter, I characterized the Panel's recommendations as "far-reaching yet sensible and practical" and I urged all Member States to join me in considering, approving and supporting the implementation of those recommendations.

2. The General Assembly, in paragraph 9 of its resolution 55/2 of 8 September 2000 already took up the issue at the level of Heads of State and Government, by resolving to make the United Nations more effective in maintaining peace and security by giving it the resources and tools it needs for conflict prevention, peaceful resolution of disputes, peacekeeping, post-conflict peace-building and reconstruction. In that context, Heads of State and Government took note of the Panel's report and requested the General Assembly to consider its recommendations expeditiously.

3. The Security Council has already begun consideration of the recommendations falling within its purview. Meeting at the level of Heads of State and Government, the Security Council (in resolution 1318 (2000)), welcomed the report and decided to consider the recommendations which fell within its area of responsibility expeditiously.

4. The present report provides supplementary information to the General Assembly to facilitate its consideration of the Panel's recommendations.

5. Many of the Panel's recommendations need no further elaboration on my part. The present report thus focuses on those recommendations which require further details on the steps that need to be taken and the time frames envisaged to implement them. It also provides clarification, where necessary, on the proposed creation of new mechanisms, structures, or working methods.

6. In order to implement a number of the Panel's recommendations, additional resources will be required. I am therefore submitting to the General Assembly very shortly, a separate and detailed report on the resource requirements for implementation of the report of the Panel on United Nations Peace Operations. The budgetary implications of some of the Panel's recommendations still require further study and I plan to submit to the General Assembly a second report on that issue in the course of 2001.

7. Before proceeding further, I would like to begin with a few general observations:

(a) I commissioned the Panel's report to contribute to the overall process of reform that I initiated since taking office. I am concurrently pursuing a major reform of the human resources management system and seeking to strengthen the Organization's ability to ensure the safety and security of United Nations personnel. Separate major reports on both subjects will be taken up by the General Assembly at its fifty-fifth session and are closely inter-linked with the implementation of the Panel's recommendations. Furthermore, the work of the Panel should assist me in responding to the many recommendations and requests of the Special Committee on Peacekeeping Operations to strengthen the United Nations capacities to conduct peacekeeping operations efficiently and effectively.

(b) The Panel's report does not address the question of whether the United Nations should become involved in specific situations. It deals exclusively with how the United Nations can improve its performance, once a decision has been made to undertake a specific operation or activity.

(c) Peacekeeping is the responsibility of all Member States, first and foremost, the members of the Security Council. The performance of the United Nations in this area will not improve unless Member States, and particularly those possessing the greatest capacity and means to do so, are ready to participate with soldiers, police officers and civilian experts, to support cooperation between countries of the South and of the North, including with equipment and training, and to pay their fair share of the costs in full and on time.

(d) The Panel's recommendations reflect the realities of peacekeeping in the post cold war era. Most of the missions authorized by the Council since the mission to Cambodia in 1992 have entailed a wide variety of tasks that go beyond the mere interposition of lightly armed peacekeepers between former warring States. Many of those operations have met with resistance and, in too many instances, our inability to respond to such resistance has seriously undermined our ability to effectively achieve our mandate and has done grave damage to the reputation of this

Organization. Our policies, systems and procedures must reflect this reality.

(e) The Panel's recommendations regarding the use of force apply only to those operations in which armed United Nations peacekeepers have deployed with the consent of the parties concerned. I therefore do not interpret any portions of the Panel's report as a recommendation to turn the United Nations into a war-fighting machine or to fundamentally change the principles according to which peacekeepers use force. The Panel's recommendations for clear mandates, "robust" rules of engagement, and bigger and better equipped forces must be seen in that light. They are practical measures to achieve deterrence through strength, with the ultimate purpose of diminishing, not increasing, the likelihood for the need to use force, which should always be seen as a measure of last resort. Indeed, rules of engagement provide for a graduated response, precisely for that reason.

(f) The Panel argued that the Secretariat could do a better job of supporting peace operations, if provided with additional resources with which to do so. I agree. As long as we continue to peg our staffing levels according to what is needed to provide just the bare minimum of support to the field, we will not be able to improve the quality of that support, nor will we be able to build the systems that are required to be more efficient and effective in the long term. There is some scope for more efficiently utilizing existing resources and I plan to do this to the maximum extent possible, but this will not suffice. This is why I am submitting an emergency request for additional resources under the Support Account. In 2001, I will present proposals for more appropriate funding mechanisms for Headquarters support to peacekeeping operations. I am convinced that a judicious investment of additional resources into our peace missions will be beneficial for all Member States and may in fact result in reduced costs over time.

(g) I do not suggest, however, that increased resources is all that is needed to ensure a better performance by the United Nations. Rules and procedures must be better adapted to the demands placed on the Organization. Attitudes and work habits must change as well. Some progress has been made since I initiated my reform programme, but much remains to be done to improve management within the Secretariat and coordination between the Secretariat and other entities of the United Nations system.

(h) I echo the concerns expressed by many developing countries to the effect that the increase in resources for peace operations must not come at the expense of the resources needed for development. The Millennium Declaration makes it very clear that increased resources are needed on both fronts and I have called repeatedly on the developed countries to increase overseas development assistance, accelerate debt forgiveness and open their markets to imports from the poorer countries.

(i) With regard to the role in conflict prevention and peace-building envisaged in the report for the United Nations agencies, funds and programmes, the intention is not to displace the authority of their respective governing bodies in dictating their policies and priorities. My intention is to achieve greater coherence within the United Nations system as a whole in places of armed conflict, to ensure that all of our various efforts work in greater harmony. The aim is not to integrate the work of the agencies, funds and programmes around a narrow agenda, but to ensure that there is proper collaboration among all the United Nations actors in the field with common guidance and support from Headquarters. This will be crucial in addressing the point raised by the Special Committee on Peacekeeping Operations, namely, that peacekeeping operations should not be used as a substitute for addressing the root causes of conflict. Those causes should be addressed in a coherent, well-planned, coordinated and comprehensive manner with political, social and developmental instruments (A/54/839, para. 53).

8. I am conscious that other issues before the Assembly, notably the reform of the Security Council and the scales of assessments for Member States, are of considerable importance for the role of the United Nations in peace and security matters. I would urge Members not to hold the implementation of the Panel's recommendations hostage to the resolution of those issues. The need to improve the capacity of the United Nations to carry out peace operations is urgent. The impact of our success or failure is felt by millions of human beings, very often the poorest on this Earth.

II. Action taken since the issuance of the report of the Panel

9. I have already implemented the Panel's recommendation to designate a senior official to oversee the implementation of its report, by assigning the Deputy Secretary-General that responsibility, as I indicated in my transmittal letters to the Presidents of the General Assembly and the Security Council (A/55/305-S/2000/809).

10. The Deputy Secretary-General has involved the following entities in the preparation of this implementation plan: the Departments of Peacekeeping Operations, Political Affairs, Management, Public Information and Disarmament Affairs; the Office for the Coordination of Humanitarian Affairs, the Offices of Internal Oversight Services, Legal Affairs, the Department of Economic and Social Affairs, the Special Adviser on Gender Issues and Advancement of Women, and the Special Representative for Children and Armed Conflict; the United Nations Development Programme (UNDP); the Office of the United Nations High Commissioner for Human Rights and the Office of the United Nations High Commissioner for Refugees (UNHCR); the World Food Programme (WFP); the United Nations Children's Fund (UNICEF); the United Nations Development Fund for Women (UNIFEM); the World Health Organization (WHO); and the United Nations Office for Project Services.

11. Concurrent with internal planning for the preparation of the present report, the Chairman of the Panel on United Nations Peace Operations, Mr. Lakhdar Brahimi, met with individual delegations and groups that sought clarification on the details of the Panel's report, or its intent. He briefed the Francophone Summit, the ministerial-level meeting of the Movement of Non-Aligned Countries, an ambassadorial-level joint meeting of the coordinating committee of the Non-Aligned Movement and the Group of 77, and regional groups, particularly from Africa, Arab States and Latin America. Furthermore, on 27 September 2000, the Deputy Secretary-General and Mr. Brahimi briefed the Security Council during its informal consultations on the report of the Panel. On 2 October 2000, they also met with the members of the Special Committee on Peacekeeping Operations.

12. I have asked the Deputy Secretary-General to oversee the implementation of the plans laid out in the present report. She and members of the Secretariat will continue to be available to meet with any and all delegations that wish to make suggestions or obtain information on how the implementation process is progressing.

13. Many of the clarifications contained in the present report respond to concerns that we have heard from Member States over the past month. I sincerely appreciate the interest that they have taken in this important matter. It is this type of collaborative and collective process that I hope we can all pursue in the months to come.

III. Proposed action for implementing the recommendations of the Panel

A. Enhancing the effectiveness of key peace and security instruments

1. Conflict prevention

The Panel endorses the recommendations of the Secretary-General with respect to conflict prevention contained in the Millennium Report and in his remarks before the Security Council's second open meeting on conflict prevention in July 2000, in particular his appeal to "all who are engaged in conflict prevention and development — the United Nations, the Bretton Woods institutions, Governments and civil society organizations — [to] address these challenges in a more integrated fashion" (A/55/305-S/2000/809, para. 34 (a)).

14. In my "Millennium report" (A/54/2000), I stressed that the majority of wars today are wars among the poor. I noted that poor countries have few economic and political resources with which to manage conflicts. They lack the capacity to make extensive financial transfers to minority groups or regions, for example, and they may fear that their state apparatus is too fragile to countenance devolution. I characterized every step taken towards reducing poverty and achieving broad-based economic growth as a step towards conflict prevention. The Panel's recommendation must be seen in that light.

15. The initiatives we are now taking in the field of conflict prevention have their genesis in our collective realization that, in order to be effective, prevention strategies must address the root causes of violent

conflict and the environments that promote it. These strategies must target factors that inflame conflict. The biggest deterrent to violent conflict is the promotion of sustainable human development and a healthy democratic society based on strong rule of law and civic institutions, including adherence to all human rights — economic, social, political and cultural.

16. Given the cross-cutting nature of long-term prevention, we have already begun to harness, to the widest extent possible, the resources and expertise of all relevant actors: the United Nations system, the Bretton Woods institutions, regional and subregional organizations, national and international non-governmental organizations and women's groups, including governments and civil society in recipient countries, academia, the private sector, etc. For this reason, I also intend to submit to the General Assembly and the Security Council in May 2001 the report on conflict prevention requested by the Council (S/PRST/2000/25).

17. In my annual report for 2000,[1] I have described some of our most recent initiatives to undertake conflict prevention measures in an integrated fashion. I am asking the Executive Committees on Peace and Security and on Humanitarian Affairs, and the United Nations Development Group to explore, together with the Bretton Woods institutions, additional initiatives over the next six months, in preparation for my forthcoming report.

18. Another of the Panel's recommendations is for the creation of the Executive Committee on Peace and Security Strategic Information and Analysis Secretariat, which is described in subsequent portions of the present report. Given that the secretariat will provide a common analytical service for all United Nations departments, agencies, funds and programmes, I have proposed that it serve as the focal point for the various inter-agency coordinating mechanisms now in place for the formulation of conflict prevention strategies.

> ***The Panel supports the Secretary-General's more frequent use of fact-finding missions to areas of tension, and stresses Member States obligations, under Article 2 (5) of the Charter, to give "every assistance" to such activities of the United Nations (A/55/305-S/2000/809, para. 34 (b)).***

19. I welcome the recommendation calling for more frequent use of fact-finding missions to areas of tension. There is no substitute for my being able to send an individual or a team of women and men to a place of potential armed conflict, to speak in person to the parties involved in the tension, to discuss the situation with both domestic and regional actors, including women and men, to identify for me the very specific and practical steps that the United Nations may take in averting war. This would help me to provide the legislative bodies with better informed and higher quality recommendations. I intend to engage Member States on ways in which these fact-finding missions may be best received by countries or regions on the verge of conflict.

20. I will elaborate further on this and other potential conflict-prevention tools, such as the preventive deployment of peacekeeping operations, the concept of preventive disarmament, the preventive role of human rights promotion and protection, and strengthening of rule of law in my forthcoming report dedicated to conflict prevention, to be submitted to Member States in May 2001.

2. Peace-building

> ***The Panel recommends that the Executive Committee on Peace and Security discuss and recommend to the Secretary-General a plan to strengthen the permanent capacity of the United Nations to develop peace-building strategies and to implement programmes in support of those strategies (A/55/305-S/2000/809, para. 47 (d)).***

21. Virtually every part of the United Nations system, including the Bretton Woods institutions, is currently engaged in one form of peace-building or another, including in the fields of: disarmament, demobilization and reintegration of former combatants, including children; strengthening of rule of law institutions; human rights; electoral and governance assistance, including to national human rights institutions and national machineries for the advancement of women; the development of civil society and the support of free media; and the promotion of conflict resolution and reconciliation techniques. This is but a very short list of activities in which many parts of the United Nations system are engaged, in the pursuit of not merely prolonging the absence of war, but helping to build the structures of durable peace and the foundations for sustainable development.

22. It makes sense that so many parts of the system are engaged in peace-building, because it embraces multiple sectors of activity including political, military, diplomatic, development, human rights, child protection, gender issues, humanitarian and many others. However, a clear division of labour has not yet emerged within the system, neither in the formulation of comprehensive peace-building strategies, nor in their implementation. As a result of this lack of clarity, the Panel implied that there were risks of competing demands on limited donor resources, potential duplication of efforts, and/or gaps in key areas that needed to be addressed.

23. Stronger measures to reduce poverty and promote economic growth are also important dimensions of peace-building. I therefore concur with the Panel's recommendation, and have instructed the Executive Committee on Peace and Security, in consultation with the other Executive Committees, to formulate a plan to address these issues, by the end of March 2001.

24. The plan must help to identify the ways in which different parts of the system might properly work together to devise country-specific peace-building strategies and to implement them together, in the context of the country team. Arrangements for peace-building must be coherent, flexible and field-driven, mobilizing all relevant resources of the United Nations system and other international actors in support of national initiatives, and building or reorienting ongoing activities so that they contribute to peace. What is required is a headquarters capacity to provide those resources necessary for the country team to propose specific strategies and see them through. This capacity must help to identify best practices and lessons to be learned from within the system, provide knowledge of discussions and debates on peace-building from external institutions and organizations and formulate system-wide guidelines and generic methodologies.

> ***A small percentage of a mission's first-year budget should be made available to the representative or special representative of the Secretary-General leading the mission to fund quick impact projects in its area of operations, with the advice of the United Nations country team's resident coordinator (A/55/305-S/2000/809, para. 47 (a)).***

25. I will seek the legislative bodies' approval for the implementation of this recommendation, on a case-by-case basis, when presenting concepts of operations and budgets for future peace operations. The percentage of the mission budgets to be sought for this purpose, and the manner in which the quick-impact projects would be conducted, will vary according to the specific nature of the mission environments and the status of ongoing programmes being undertaken by the United Nations system in the countries concerned. Quick-impact projects would be undertaken with the consent of the local parties and benefiting communities concerned, and in an impartial manner.

> ***The Panel recommends that the legislative bodies consider bringing demobilization and reintegration programmes into the assessed budgets of complex peace operations for the first phase of an operation in order to facilitate the rapid disassembly of fighting factions and reduce the likelihood of resumed conflict (A/55/305-S/2000/809, para. 47 (c)).***

26. I have already stressed this point in my report to the Security Council (S/2000/101) of 11 February 2000. In response, the Security Council recognized that adequate and timely funding for disarmament, demobilization and reintegration is critical to the successful implementation of a peace process, and called for coordination of voluntary and assessed funding to that end, including among all elements of the United Nations system (S/PRST/2000/10). The Special Committee on Peacekeeping Operations noted in its report that, in some peacekeeping operations, an effective disarmament, demobilization and reintegration programme can make a valuable contribution to peace and regional stability and it recommended that the programmes be provided with adequate resources (A/54/839, para. 106). I will include comprehensive disarmament, demobilization and reintegration programmes in my plans for future peace operations, as appropriate, so that the Security Council can consider including aspects of the disarmament, demobilization and reintegration programmes in the operations' mandates and the General Assembly can review proposals for funding demobilization and reintegration programmes, in the start-up phase, through the mission budgets.

The Panel recommends a doctrinal shift in the use of civilian police, other rule of law elements and human rights experts in complex peace operations to reflect an increased focus on strengthening rule of law institutions and improving respect for human rights in post-conflict environments (A/55/305-S/2000/809, para. 47 (b)).

27. It should be recalled that, in the Millennium Declaration, Heads of State and Government pledged to spare no effort to promote democracy and strengthen the rule of law, as well as respect for all internationally recognized human rights and fundamental freedoms, as well as the right to development (General Assembly resolution 55/2, para. 24). Seen in this context, there is no "doctrinal shift" required, but rather, a need to review how civilian police, human rights experts and related specialists can work more closely together in peace operations to achieve the objective set out by Member States at the highest level.

28. The primary purpose of deploying international civilian police to a particular post-conflict environment is for them, in one way or another, to help strengthen the capacity of local police forces to maintain law and order and respect for human rights in a post-conflict environment, in which lawlessness and politically or ethnically motivated crime may be rampant. I agree with the Panel's message that the police are but one part of the solution to strengthening local rule of law capacities, which may be plagued as well by deficiencies in or the non-existence of an independent judiciary and penal system. For example, local police forces might eventually reach the point when they are ready to and capable of arresting perpetrators of serious crimes, including gross human rights violations, only to have judges or prosecutors free such suspected criminals without bringing them to trial. It is therefore critical that United Nations civilian police and human rights specialists work closely together in such environments, and that the capacities of the Office of the United Nations High Commissioner for Human Rights be strengthened to assist with the training of United Nations civilian police.

29. I therefore intend, when presenting future concepts of operations and missions budgets to the General Assembly and the Security Council, to spell out more clearly what the United Nations system can collectively do to help strengthen local rule of law and human rights institutions, drawing on existing civilian police, human rights, gender and judicial expertise. Thus, I will seek legislative approval for the implementation of this recommendation on a case-by-case basis.

3. Transitional administration

The Panel recommends that the Secretary-General invite a panel of international legal experts, including individuals with experience in United Nations operations that have transitional administration mandates, to evaluate the feasibility and utility of developing an interim criminal code, including any regional adaptations potentially required, for use by such operations pending the re-establishment of a local rule of law and local law enforcement capacity (A/55/305-S/2000/809, para. 83).

30. It is worth noting that, of the 57 recommendations in the Panel's report, this is the only one which specifically concerns a United Nations mission that has executive powers of the kind given to the United Nations Interim Administration Mission in Kosovo (UNMIK) or the United Nations Transitional Administration in East Timor (UNTAET). Although they looked closely at the problems faced by these two important missions, members of the Panel were careful to address mainly those issues that are common to these two missions and other peacekeeping operations.

31. The Secretariat has already initiated action on this recommendation, by establishing a working group, comprised of experts at Headquarters and the legal and judicial experts in UNMIK and UNTAET, to examine the implications of the Panel's proposal. The working group's initial review concluded that the rebuilding of a legal system, or a sector thereof, and the promulgation of substantive rules of criminal law would be a long-term exercise. It requires extensive participation and training of the local judicial and legal communities concerned, which will ultimately bear the burden of applying the law. The group thus doubted whether it would be practical, or even desirable given the diversity of country specific legal traditions, for the Secretariat to try to elaborate a model criminal code, whether worldwide, regional, or civil or common law-based, for use by future transitional administration missions.

32. The working group agreed, however, that both UNMIK and UNTAET had faced serious difficulties

during the start-up phase, because the mission personnel engaged in law enforcement duties did not have a common set of criminal procedures on which to rely, for example, in the case of arrests, detentions, searches and seizures. In the absence of a common set of procedures, law enforcement officials were forced to resort to their national and widely differing procedures, which did not engender the local populations' confidence in the ability of the United Nations to uphold the law in a fair and consistent manner. The group thus agreed that further elaboration of the practical aspects of criminal procedures, as opposed to the substantive elements of the law itself, would be of great benefit. These rules should take fully into account the International Covenant on Civil and Political Rights, the Convention on the Elimination of All Forms of Discrimination against Women, the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the Convention on the Rights of the Child, and the Statute of the International Criminal Court.

33. In fact, a number of United Nations organs have already made progress in the field of practical criminal procedures, notably the Centre for International Crime Prevention of the United Nations Office at Vienna, the Office of the United Nations High Commissioner for Human Rights, UNDP and UNICEF (in the area of juvenile justice), and the Office of the Special Adviser on Gender Issues/Division for the Advancement of Women in the Department of Economic and Social Affairs. I have therefore asked the aforementioned offices, together with the relevant experts in the Office of Legal Affairs, UNMIK and UNTAET, to conduct a needs assessment of the areas in which it would be feasible and useful to draft a simple, common set of interim procedures (referred to in legal parlance more precisely as interim "rules" of criminal law and criminal procedure). No additional resources are required to undertake this work, which should be completed by the end of January 2001.

34. Once the needs assessment is completed, I expect that the team, consulting with outside expertise, as required, could produce the first draft of interim rules by the end of July 2001. At that point, the Secretariat would be in a position to discuss with Member States how to take the project a step further, in terms of finalizing the rules and disseminating them to potential contributors for the training of contingents in future transitional administrations.

35. Naturally, it remains to be seen if the United Nations will be asked to take on governance mandates in the future. However, there are many lessons that could be learned from UNMIK and UNTAET on these and other areas such as the maintenance of physical and social infrastructure, operation of public utilities, creation and running of a banking system, and the collection of taxes, and work that could be done to better prepare for potential future transitional administration missions. Should the General Assembly indicate its interest in pursuing the matter further, I would submit to it a more detailed plan of action (and request for additional resources related thereto) in the context of my next report on the implementation of the report of the Panel.

4. Peacekeeping operations

Once deployed, United Nations peacekeepers must be able to carry out their mandates professionally and successfully and be capable of defending themselves, other mission components and the mission's mandate, with robust rules of engagement, against those who renege on their commitments to a peace accord or otherwise seek to undermine it by violence (A/55/305-S/2000/809, para. 55).

36. While it is within the Secretariat's responsibility to draft rules of engagement for each operation, these are individually tailored to the mandates adopted by the Security Council. As such, the Council will have a leading role to play in the implementation of this recommendation.

37. The clarity and achievability of mandates on which the Panel made four specific recommendations (paras. 64 (a)-(d) are also issues for the Security Council's action. In this regard, the Council affirmed its determination at the level of Heads of State and Government, to adopt clearly defined, credible, achievable and appropriate mandates (resolution 1318 (2000), section III). I will remain in discussion with the Security Council on how to apply this principle in the case of individual missions.

38. Troop contributors will have an important role to play, because it is their military contingents who will be called upon to discharge their responsibilities professionally, in accordance with the mission mandates, the rules of engagement, and consistent with the long-established principle of "unity of command".

39. I therefore wholeheartedly concur with the Panel's assessment that closer consultation between troop contributors and the Security Council, including through new mechanisms and procedures, is needed (A/55/305-S/2000/809, para. 61). This would help to ensure that the contributors were fully aware of what was expected of them before they deployed personnel to the field, as well as during volatile situations. Indeed, the Special Committee on Peacekeeping Operations has stressed this point on several occasions. It is therefore a positive development that the Security Council, in section III of its resolution 1318 (2000), affirmed its intention to strengthen consultations with troop-contributing countries.

40. There are also a certain number of measures that the Secretariat could take to help peacekeepers in the field carry out their mandates in a professional manner, provided that it is given the means to do so. For example, the Secretariat could improve the way it assesses force requirements and devises concepts of operations. It could enhance the quality of military guidance provided to the field. It could promulgate standard operating procedures for a whole host of activities, as well as produce training materials and conduct more training for the benefit of troop contributors, including on international humanitarian and human rights law and on gender issues. While some of these issues have been stressed by the Special Committee on Peacekeeping Operations and the Panel, it must be recognized that no significant headway can be made on them within existing resources. As the Panel pointed out, there are only 32 posts authorized for military officers in the Department of Peacekeeping Operations, in comparison with over 30,000 military personnel in the field. I hope that few would doubt the need for additional staff in this regard, and I have thus requested an increase in resources for the Military Division (including for the Training Unit). The provision of additional posts should be accompanied by a restructuring of the Military Division, as described in section III.C.2 below.

41. Lessons learned from previous operations in which peacekeepers have been challenged also need to be reflected in the planning of new operations, as the Special Committee on Peacekeeping Operations has stressed (A/54/839, para. 102). I am therefore requesting a modest increase in resources for the Lessons Learned Unit in the Department of Peacekeeping Operations, as recommended by the Panel.

B. New mechanisms for improving system-wide integration

1. The Executive Committee on Peace and Security and the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat

The Secretary-General should establish an entity, referred to here as the ECPS Information and Strategic Analysis Secretariat, that would support the information and analysis needs of all members of the Executive Committee on Peace and Security; for management purposes, it should be administered by and report jointly to the heads of the Department of Political Affairs and the Department of Peacekeeping Operations (A/55/305-S/2000/809, para. 75).

42. I propose to create the above-mentioned secretariat, effective January 2001, primarily through the consolidation of existing resources in the Department of Political Affairs, the Department of Peacekeeping Operations, the Department of Public Information, the Office for the Coordination of Humanitarian Affairs, the Department for Disarmament Affairs, the Office of the United Nations High Commissioner for Human Rights, UNHCR and the Department of Economic and Social Affairs and through the loaning of posts from United Nations agencies, funds and programmes. The Office of the Special Adviser on Gender Issues/Division for the Advancement of Women would maintain close contact with the secretariat, which should be headed by a Director, who would report to the Under-Secretaries-General for Political Affairs and Peacekeeping Operations, as recommended by the Panel. For administrative purposes, it would be backstopped by the Executive Office of the Department of Political Affairs, and its personnel and related expenditures would appear in that department's budget.

43. The primary objectives of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat would be as follows:

(a) Provide substantive secretariat services for the Executive Committee on Peace and Security, and

for interdepartmental/agency work in relation to conflict prevention;

(b) Serve as a catalyst and focal point for the formulation, in coordination with the other executive committees, of medium to long-term strategies of a cross-cutting nature that require a multidisciplinary approach, blending the political, military, development, socio-economic, humanitarian, human rights and gender perspectives into a coherent whole. This is particularly the case for the formulation of conflict prevention and peace-building strategies, and for the identification of options for United Nations presence following the termination of peacekeeping operations;

(c) Serve as an in-house centre of knowledge for mission planners and desk officers in the Department of Peacekeeping Operations, the Department of Political Affairs and other parts of the system, by researching and analysing issues which are fundamental to the successful implementation of mandated peace and security activities, but which those engaged in daily operational activities generally do not have either the time or expertise to look at more carefully. This is particularly the case for achieving a better understanding of the root causes of particular conflicts, which requires a multidisciplinary approach;

(d) Serve as the focal point for applying modern information systems and technology to the work of all parts of the United Nations system engaged in peace and security activities, thus rendering the dissemination and accumulation of information more efficient and effective, and enabling information products to be customized according to the needs of the members of the Executive Committee on Peace and Security (as detailed in section III.G below).

44. I believe the creation of the secretariat could ultimately stand to benefit the Security Council, and troop contributors, by helping to improve the analytical content of the concepts of operations for new missions. It could also help to address the Panel's call for the Secretariat to provide would-be troop contributors with an assessment of risk that describes what the conflict and the peace are about, evaluates the capabilities and objectives of the local parties, and assesses the independent financial resources at their disposal and the implications of those resources for the maintenance of peace (A/55/305-S/2000/809, para. 52).

45. The information and analysis functions of the secretariat should not, in any way, be confused with the creation of an "intelligence-gathering capacity" in the Secretariat. The secretariat would serve as the vehicle to better use information that already exists in the United Nations system or has been generated for public consumption by the media, non-governmental organizations, academic institutions, etc.

46. The personnel of the secretariat would work in close cooperation with those best placed to initiate the formulation of strategies, notably the United Nations personnel on the ground and their parent departments, offices, agencies, funds and programmes. The primary function of the secretariat's analysts would be to ensure that such strategies conformed to some basic standards of professionalism, consistency and analytical rigour, and had been tested against what outside specialists may have written on the subject, prior to being presented to the members of the Executive Committee on Peace and Security. There should also be a reasonable degree of rotation to ensure that the secretariat's personnel are sufficiently up to date with developments in their parent organizations and their fields of expertise.

47. Given the multidisciplinary nature of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat and its direct reporting line to the Under-Secretary-General for Political Affairs, who is the United Nations focal point for peace-building in his capacity as convenor of the Executive Committee on Peace and Security, it would seem logical to assign it the role of coordinating the formulation of system-wide peace-building strategies. I am thus establishing a Peace-building Unit, to be financed from extrabudgetary resources, to be located within the secretariat. It should be recalled that the Panel urged that the programme development of that Unit be evaluated in consultation with all stakeholders in the United Nations system (A/55/305-S/2000/809, para. 240). I am pleased that those stakeholders, notably the United Nations agencies, funds and programmes, together with the Department of Political Affairs, the Department of Peacekeeping Operations and the Office for the Coordination of Humanitarian Affairs, have already addressed the issue and have arrived at this proposal together.

48. Further details on the structure envisaged for the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat, and the resources required for its creation will be provided in my report on the resource requirements for

implementation of the report of the Panel on United Nations Peace Operations. I have made slight modifications to the Panel's proposals for constituting the secretariat. For example, I have decided not to transfer the Situation Centre/Department of Peacekeeping Operations to it, because of the necessity to maintain an around-the-clock duty room that is essential for contact with the field missions. Because this function is integrally linked with the day-to-day management of operations, I believe that it should remain in the Office of Operations/Department of Peacekeeping Operations.

2. Integrated mission task forces

Integrated mission task forces, with members seconded from throughout the United Nations system, as necessary, should be the standard vehicle for mission-specific planning and support. They should serve as the first point of contact for all such support, and their leaders should have temporary line authority over seconded personnel, in accordance with agreements between the Department of Peacekeeping Operations, the Department of Political Affairs and other contributing departments, programmes, funds and agencies (A/55/305-S/2000/809, para. 217).

49. In my view, the integrated mission task force concept is geared to providing the Secretariat with a management tool to ensure that all the relevant parts of the United Nations system are included in key mission planning activities, and during periods of crisis, from both the conceptual and operational perspectives, and that they each do their fair share, on time and within budget, to make sure that those missions are then deployed rapidly, with the human, material, financial, and information assets that they require to do their jobs.

50. The Executive Committee on Peace and Security (with the Department of Peacekeeping Operations and the Department of Political Affairs taking the lead) supported by the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat, will decide when to recommend to me that an integrated mission task force should be formed, what its composition should be, who should lead it, when it should be disbanded and when it needs to be reconstituted in times of crisis. Task force leaders will report to the Under-Secretary-General for Peacekeeping Operations in the case of peacekeeping operations, and to the Under-Secretary-General for Political Affairs for peacemaking efforts, peace-building support offices, and special political missions.

51. I view an integrated mission task force as a project management team, with its head as the project manager. The primary task of the task force leader is to clearly define the parameters of the project, ensuring that all parts of the United Nations system are aware of what is expected of them during the mission planning process, and to then follow up to make sure that assignments are completed on time.

52. In order for the integrated mission task force leader to be able to function effectively, (s)he must be given the authority to directly task individuals or offices with assignments, irrespective of the established hierarchical or bureaucratic structures in place. I have decided to delegate task force leaders that authority, and expect that all concerned will respect my decision. I realize that it will require a change in attitudes, but I am also confident that we are up to the challenge. Given this heavy responsibility, leaders should be at the rank of D-1 or D-2 and available on a full-time basis for the duration of the task force.

53. To ensure effective management and well-designed projects, the integrated mission task force leader will need a small core team of officers, with a range of relevant expertise, available full time and collocated with him/her. This team would normally include one or two political officers, involved from the beginning in pre-mission negotiations, one representative each from the humanitarian and development fields bringing specific field knowledge of the mission area, one military and/or civilian police officer (depending on the mission), and one representative from the administrative and logistics support area.

54. The membership of the task force would not be restricted to the core team, but would involve designated experts across the entire system, in the Secretariat and the agencies, funds and programmes, in such areas as public information, human rights, legal affairs, security and safety of personnel, refugees and the internally displaced, disarmament affairs, gender equality issues and child protection. The non-core members of the integrated mission task forces would not be collocated, but would continue to work from within their respective offices.

55. During the planning process immediately leading up to mission deployment, the membership of the task force would also include the senior members of a mission start-up team, as discussed below.

56. Naturally, the entire membership of the integrated mission task force will need to keep in close contact with one another, meeting together as a group as frequently as required, and/or making more extensive use of video and teleconferencing. Such facilities should also be utilized to establish and maintain contact with the resident coordinator/humanitarian coordinator and the country team. I would expect the information service in the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat to explore new and more efficient ways of how internal and interactive web sites and project management software might also be employed to modernize the way in which this is done. I am asking the Learning Service in the Office of Human Resources Management to also put together training programmes on project management techniques, so that the ad hoc way in which projects are sometimes undertaken are professionalized.

57. I intend to institute the integrated mission task force mechanism for the planning and initial deployment phases of all new multidisciplinary operations, henceforth.

58. The mechanism will apply not only to the planning of new operations, but may also be instituted for support to peacemaking efforts, in which it is envisaged that the conclusion of a peace agreement would result in the deployment of a United Nations peace operation. As the Panel has pointed out, it is vital that all relevant parts of the United Nations system are able to advise my special envoys, who may be leading or participating in such peacemaking efforts, about the practicality and achievability of tasks and time frames envisaged in an agreement.

59. I believe that the participation of the Bretton Woods institutions, in particular, would be critical in that effort, so that realistic assessments of their support to a peace process can be taken into consideration. I will thus be inviting the Bretton Woods institutions to participate in the integrated mission task force structure, both during the peacemaking and mission planning stages, as appropriate.

60. This well-coordinated approach is required for support to all peace operations, in all their phases, even when an integrated mission task force is not in existence. The "lead" department concept, which was clarified a few months ago, provides for such coordination. The Department of Peacekeeping Operations, as the lead department for peacekeeping operations, and the Department of Political Affairs for peacemaking efforts, peace-building support offices and special missions, will continue to have primary responsibility for managing all peace operations. These "lead" departments will work closely with all those departments, agencies, funds and programmes that have been or would normally be represented in an integrated mission task force, in particular with those representing the country team already in place. They will hold regular consultations of the group to provide consistent guidance on policy issues, exchange information on all matters of common interest and to coordinate activities.

61. The ability of the Department of Peacekeeping Operations and the Department of Political Affairs to perform their daily coordinating role effectively and regularly, whether through the integrated mission task force mechanism or otherwise, requires that they have sufficient staff to do so. I should stress in this regard, as did the Panel, that I find it totally unreasonable that large multidisciplinary operations would have only one or two desk officers in the Office of Operations/Department of Peacekeeping Operations available on a full-time basis to support them. Desk officers should be able to spend more time responding to queries from members of the Security Council, troop contributors and the field missions, which they should visit more frequently. They would be able to do so if the regional divisions had enough staff to back one another up effectively. Since, at present, they do not, the support to Security Council members, troop contributors, field missions and senior Headquarters officials suffers. Similarly, Department of Political Affairs desk officers should be able to dedicate full-time attention to countries facing major conflicts, for which they are in the lead. The present level of staffing leaves virtually no flexibility for the two departments to respond to pressing or temporary needs.

62. I am requesting additional resources for the Department of Peacekeeping Operations Office of Operations to enable it to perform the full range of its activities effectively. I am also requesting a few additional posts for the Department of Political Affairs. I am not, however, requesting additional posts

specifically for the integrated mission task force mechanism, which will be activated and disbanded as and when required, for temporary periods of time.

63. I have decided, in principle, to form an integrated mission task force for Burundi but, pending additional resources, will only be able to employ an embryonic version of the concept at this stage.

> ***The entire leadership of a mission should be selected and assembled at Headquarters as early as possible to enable their participation in key aspects of the mission planning process, for briefings on the situation in the mission area and to meet and work with their colleagues in a mission leadership (A/55/305-S/2000/809, para. 101 (b)).***

64. It should be recalled that, in its 1999 report (A/54/839), the Special Committee on Peacekeeping Operations stressed the importance of having senior military commanders, police commissioners and key staff personnel selected, prepared and trained prior to their deployment to a peacekeeping operation (para. 72). I fully agree that those who will ultimately have to start up and run a mission on the ground should be involved in the planning of that mission. Once an integrated mission task force is formed, therefore, one of its first tasks will be to identify the individuals who will be the first to board the plane en route to establishing the mission headquarters. Among them, to the maximum extent possible, will be the prospective acting Special Representative of the Secretary-General/Representative of the Secretary-General, the prospective Chief Administrative Officer, and acting heads of mission components and other senior advisory personnel. Officers from the "on-call lists", discussed in detail in paragraph 100 below, would also be in that group. The Resident Coordinator/Humanitarian Coordinator should be actively involved in the mission-planning process, particularly when he/she will serve as a Deputy Special Representative of the Secretary-General, and links will be maintained with her/him through videoconferencing and visits to Headquarters.

65. As soon as possible prior to the anticipated deployment of the start-up team, its members should be brought to Headquarters to participate in the planning of the mission and to serve as core integrated mission task force members for that period.

66. I have asked the Department of Management to identify office space that could be fully equipped and set aside to accommodate at least one full integrated mission task force (consisting of its core members and a mission start-up team) at any given time.

C. Enhancing rapid and effective deployment capacities

1. Timelines for deployment

> ***The United Nations should define "rapid and effective deployment capacities" as the ability, from an operational perspective, to fully deploy traditional peacekeeping operations within 30 days after the adoption of a Security Council resolution, and within 90 days in the case of complex peacekeeping operations (A/55/305-S/2000/809, para. 91).***

67. The Panel noted that the Special Committee on Peacekeeping Operations, among others, has long emphasized the need for the United Nations to strengthen its rapid deployment capacities. I agree with the Panel that a first step in meeting that objective would be to define what "rapid" and "effective" deployment actually means. The standard that the Panel has proposed is very ambitious. At the same time, it must be recalled that the Secretariat was asked to fully deploy the United Nations Mission in the Central African Republic (MINURCA) in less than three weeks. Similar time constraints applied with regard to the United Nations Mission in East Timor (UNAMET). Peace processes are often most fragile in the initial phases and we must be able to deploy operations when they can make the greatest contribution.

68. I have therefore asked the relevant parts of the Secretariat to use the timelines proposed by the Panel as the basis for evaluating the capacity of our existing systems to provide field missions with the human, material, financial and information assets that they require, in quantitative and qualitative terms.

2. Mission leadership

> ***The Secretary-General should systematize the method of selecting mission leaders, beginning with the compilation of a comprehensive list of potential representatives or special representatives of the Secretary-General, force commanders, civilian police commissioners and their deputies and other heads of substantive and administrative components, within a fair***

geographic and gender distribution and with input from Member States (A/55/305-S/2000/809, para. 101 (a)).

69. It will be recalled that the Special Committee on Peacekeeping Operations also recommended that a more thorough review of candidates was needed, and noted that further refinements could be instituted in the selection of senior field appointments (A/54/839, para. 72). The Panel's recommendations on this subject were nearly identical and built upon what the Committee has already urged. I therefore take this issue very seriously, while being mindful of the Panel's assessment of the constraints faced (A/55/305-S/2000/809, para. 94).

70. The selection process could be improved in a number of ways, including in the areas of gender balance and geographical distribution. I have decided to form a senior appointments group, consisting of the Department of Political Affairs, the Department of Peacekeeping Operations, the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights, UNDP, the Office of Human Resources Management and the Office of the Special Adviser on Gender Issues to oversee the formulation of recommendations to me for the selection of senior personnel. The senior appointments group will, inter alia, oversee the following, by February 2001:

(a) Establishment of a profile of general qualities required in special representatives of the Secretary-General, force commanders, police commissioners, their deputies and other senior staff. In this connection, in addition to direct political, peace-building and peacekeeping experience, special emphasis will be placed on managerial experience;

(b) Expansion and centralization of the existing senior appointment roster system by consolidating one roster for all senior appointments to peace operations. The new central roster will be kept by the senior appointments group and by my Executive Office and will be updated on a regular basis;

(c) Identification of United Nations personnel ready to take on senior field assignments through consultation with the departments, agencies, funds and programmes concerned. These individuals should be included in the rapid deployment roster and appropriate arrangements made in advance to ensure cover of their regular duties so they can be quickly deployed;

(d) Revision of non-United Nations candidates and preparation of a short list of those who should be considered for senior positions. Every opportunity to meet and interview such personnel will be used. For instance, senior personnel on mission to the home countries of candidates should use this opportunity to meet with them.

71. Once the senior appointments group has finalized the profiles for the positions concerned, I will be sending a request to all Member States to propose candidates accordingly. I hope that this can take place by March 2001.

72. At present, there is no standard briefing and training procedure for senior staff of peace operations. I will therefore ask the new senior appointments group to recommend such a training/briefing procedure and will make it standard practice for all selected senior mission personnel.

73. As part of my overall review of United Nations peace-building efforts, I will ask UNDP and the United Nations Development Group to offer recommendations, by March 2001, on improving the selection, training and support to resident coordinators who are sent to posts with strong prevention and peace-building demands, as well as procedures for reviewing those currently serving in such posts. In many cases, these resident coordinators will either lead United Nations peace-building efforts with the United Nations country team, or will serve as Deputy Representative of the Secretary-General or Deputy Special Representative of the Secretary-General.

74. I will try to meet the above-mentioned objective of the early identification of senior staff, but there will be cases when senior personnel must be dispatched to the field as soon as they are identified. For this reason, and in order to continue training in the field, I will establish the regular practice wherein a training team, including women and men, from Headquarters will deploy to the field when a mission is established to conduct training in situ for senior and middle managers as they arrive in the mission. I also intend to establish, as a matter of regular practice, training cells in each mission to conduct regular training for mission personnel at all levels and in all components. Provision will be made in the budgets of peace operations for such training.

75. In addition to the above, I have asked the Learning Service in the Office of Human Resources

Management, to work with the United Nations Institute for Training and Research, which is developing a systematic approach for briefing and debriefing Special Representatives of the Secretary-General. In addition to preparing a handbook for Special Representatives of the Secretary-General, an annual seminar for them will be organized as a forum for sharing of experiences and discussion with Headquarters personnel. The first of these seminars will take place in the first part of 2001, on the basis of voluntary contributions.

The Secretariat should routinely provide the mission leadership with strategic guidance and plans for anticipating and overcoming challenges to mandate implementation and, whenever possible, should formulate such guidance and plans together with the mission leadership (A/55/305-S/2000/809, para. 101 (c)).

76. The proposed creation of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat should help to implement this recommendation, by creating the capacity to conduct the type of medium to long-term strategizing proposed. The early inclusion of mission leadership in the planning process, working together with the integrated mission task force members, will also help to implement this recommendation, with which I am in full agreement. Where a peace mission deploys to the field, it is also essential that the role and functions of my representative are defined in relation to those of senior officials of the United Nations already on the ground, such as the resident or humanitarian coordinator. Recent consultations between the Department of Political Affairs, the Department of Peacekeeping Operations, the Office for the Coordination of Humanitarian Affairs and UNDP have already produced clear guidance on this matter, which I have endorsed.

3. Military personnel

Member States should be encouraged, where appropriate, to enter into partnerships with one another, within the context of the United Nations standby arrangements system, to form several coherent brigade-size forces, with necessary enabling forces, ready for effective deployment within 30 days of the adoption of a Security Council resolution establishing a traditional peacekeeping operation and within 90 days for complex peacekeeping operations (A/55/305-S/2000/809, para. 117 (a)).

The Secretary-General should be given the authority to formally canvass Member States participating in the United Nations standby arrangements system to contribute troops to a potential operation once it appears likely that a ceasefire accord or agreement envisaging an implementing role for the United Nations might be reached (A/55/305-S/2000/809, para. 117 (b)).

77. In its 1999 report (A/54/839), the Special Committee on Peacekeeping Operations welcomed increased contributions of Member States to the standby arrangements system and encouraged other Member States which had not already done so to join it (para. 90). Therefore, there is already agreement that the standby arrangements system is a useful tool and could be further strengthened. I view the Panel's recommendations in that light.

78. At the same time, the Panel also made the point that it would not be particularly useful to continue to increase the numbers of troops and other personnel in the standby arrangements system, if it is not actually used as a basis for soliciting troop contributions for a particular operation. It is therefore important to address some fundamental shortcomings in how the system is presently utilized, before speaking directly to the Panel's recommendations.

79. First, I invite participants in the United Nations standby arrangements system to inform the Department of Peacekeeping Operations, by 1 December 2000, if the assets that they have listed in the system are in fact available for deployment, today. I anticipate that some of those assets have already been committed elsewhere, and thus may not be available. Such information will not be treated as an unconditional offer to contribute troops anywhere, but merely an indication that they are potentially available. It would be preferable to have a much smaller number of assets listed in the system that are actually available, rather than having a large figure that is unrealistic or bears little resemblance to what contributions may actually be made.

80. Second, I invite participants to automatically indicate, at the end of each month, any changes to the status of availability of the assets that have potentially been made available. I have asked the Department of Peacekeeping Operations to explore ways of enabling this information flow to occur in the most efficient

manner possible, and to report back to me before the issuance of my next report on the implementation of the Panel's report. While there are already provisions for a regular updating of the contributions to the United Nations standby arrangements system, they do not seem to be working as intended.

81. Third, I have asked the Department of Peacekeeping Operations to institute procedures to systematically contact standby arrangements system participants regarding the availability of their assets, in a mission-specific context. I expect that Department to maintain statistics on response rates, so that such information can be contained in my periodic status reports on the system.

82. Fourth, to better manage the system, the Standby Arrangements Unit now in the Mission Planning Service/Department of Peacekeeping Operations will need to be strengthened, as described in the request for additional resources.

83. The combination of these measures should help to at least partially meet the call by the Special Committee on Peacekeeping Operations for exercising transparency in selecting troop contributors, in particular in the use of the United Nations standby arrangements system (A/54/839, para. 90).

84. On a related note, the Panel rightly mentioned the importance of "enabling forces", which includes the provision of specialized units for movement control, communications, terminal or air-traffic control capability. I appeal to Member States to indicate by end February 2001 whether they are able to contribute any of these services. I also appeal to Member States to indicate at that time their ability and willingness to provide strategic lift assistance to troop contributors. The Secretariat would immediately commence thereafter detailed negotiations with those States to determine rates of reimbursement. The Secretariat could also complete detailed contingent-owned-equipment negotiations for all contributions involving equipment placed at two months' notice within the standby arrangements system.

85. As regards the "coherent brigade-size forces", I do not anticipate that the Panel expects this recommendation to be fully implemented immediately.

86. The first step in meeting the spirit of this recommendation would be to create a common standard and set of procedures for contingents to work together when they arrive in theatre. Such standards and guidance documents should be prepared in consultation with Member States, finalized and then circulated to them so that they may be used during pre-mission training at the national level. The Department of Peacekeeping Operations is not in a position to prepare all the documentation at this stage, because of resource constraints, as mentioned previously, and as detailed further in the request for additional resources.

87. The second step would be to enhance the Secretariat's capacity to assist Member States with training initiatives. The importance of training has also been stressed by the Special Committee on Peacekeeping Operations. I am therefore requesting additional resources for that purpose.

88. I have also asked the Department of Peacekeeping Operations to examine various proposals for the establishment of a new United Nations military staff college, and/or enhancements to existing capacities and facilities, such as in Turin, Italy, for the purposes of providing training to national command-level military staff in United Nations peacekeeping standards and techniques. I will report on this subject as and when concrete proposals are formulated by the Secretariat.

89. Last, I have asked the Department of Peacekeeping Operations to consult with the United Nations standby arrangements system participants regarding their concerns and views about the proposed formation of "coherent brigade-sized forces", and to then report to me by February 2001 on a detailed plan for taking the implementation of this recommendation a step further.

90. None of the aforementioned actions should preclude or delay those Member States with the means to enhance their bilateral and/or multilateral efforts to assist other Member States with training and equipment requirements. Nor should it preclude them from discussing how they might engage in joint training exercises with one another, at the command level, which would be a step in the direction the Panel recommended.

> ***The Secretariat should, as a standard practice, send a team to confirm the preparedness of each potential troop contributor to meet the provisions of the memoranda of understanding on the requisite training and equipment requirements, prior to deployment; those that do***

not meet the requirements must not deploy (A/55/305-S/2000/809, para. 117 (c)).

91. I ultimately view the implementation of this recommendation as a tremendous cost-saving measure for the Organization as a whole, because the expense of procuring basic equipment for contingents, once deployed, has been prohibitively expensive and time-consuming. Furthermore, the costs of sustaining contingents in situ, which do not possess the training or equipment to undertake their mandated tasks, is an unnecessary expense to the Organization, both in financial terms, and to its reputation. In some instances where the Department of Peacekeeping Operations has been able to send a team out to troop-contributing countries, prior to deployment, it has helped to preclude deployments that would be premature. In some cases, bilateral assistance was rendered to help the countries concerned meet the requisite standards.

92. I am seeking an increase in resources to enable the Secretariat to implement this recommendation. While the cost of those additional posts may be in the thousands, the resulting savings could be in the millions.

93. I also propose to send a team from the Department of Peacekeeping Operations to each mission every six months, to ensure that standards are continuing to be met. Any shortfalls noticed should be reflected in training efforts, so as to preclude such drops in standards in the future. I will seek appropriate funding in each of the mission budgets to dispatch these teams.

The Panel recommends that a revolving "on-call list" of about 100 military officers be created in the United Nations standby arrangements system to be available on seven days' notice to augment nuclei of Department of Peacekeeping Operations planners with teams trained to create a mission headquarters for a new peacekeeping operation (A/55/305-S/2000/809, para. 117 (d)).

94. The Secretariat will be defining the profiles of the expertise required and will consult with Member States concerning implementation of the system during the next two months. The Secretariat will communicate its requirements to Member States by February 2001, along with a request for them to participate within the context of the standby arrangements system.

4. Civilian police and related personnel

Member States are encouraged to each establish a national pool of civilian police officers that would be ready for deployment to United Nations peace operations on short notice, within the context of the United Nations standby arrangements system (A/55/305-S/2000/809, para. 126 (a)).

Member States are encouraged to enter into regional training partnerships for civilian police in the respective national pools in order to promote a common level of preparedness in accordance with guidelines, standard operating procedures and performance standards to be promulgated by the United Nations (A/55/305-S/2000/809, para. 126 (b)).

95. The Secretariat could assist Member States in strengthening their capacity to identify suitably qualified civilian police for peace operations, and cooperate with one another on training initiatives, by articulating more detailed standard profiles, generic job descriptions, standard operating procedures and guidelines. I am pleased to note that work has already begun in this area. The Department of Peacekeeping Operations has addressed the broad operational issues through the development of "Principles and guidelines for United Nations civilian police operations". This document reviews the shift in civilian police doctrine and sets down parameters and guidelines for their work. It was developed on the basis of inputs received from international police experts, Member States and related organizations. It will be finalized by 15 November 2000 and its publication and distribution is anticipated to be by the end of February 2001.

96. A significant amount of additional work is required in carrying out related projects to support civilian police in the field, and provide potential police contributors with the information that they require to identify and prepare their personnel, and to enter into the regional training partnerships recommended. This includes, inter alia:

(a) Development of detailed operating procedures for missions with training, reform and restructuring mandates, as well as for missions mandated to establish institutions (standard curriculum, evaluation systems, local institutional development);

(b) Information management (as it relates to standardizing the management and deployment of United Nations civilian police, as well as the recruitment and management of local police, collection and analysis of crime statistics);

(c) Pre-mission training packages and programmes for civilian police;

(d) Strategies and standard operating procedures for assisting the development of local police institutions and local police (organizational policies, codes of conduct, including with respect to domestic crime and crime in general, evaluation and assessment mechanisms, standard curricula and recruitment policies);

(e) Development of tools through which local police can work with judicial counterparts;

(f) Development of methodologies and standard operating procedures for the transition from the provision of security by international military to international police and finally to local police.

97. At present, the Civilian Police Unit in the Department of Peacekeeping Operations, with only nine officers in total, has been able to spare only one officer, part-time, to work on these various projects. I consider these to be essential activities that are urgently required to support existing missions, let alone implement the ambitious recommendations proposed by the Panel. I am therefore seeking additional resources to strengthen the Civilian Police Unit, as indicated in my report on resource requirements. In this regard, I appeal to Member States to redouble their efforts to identify female civilian police candidates (and, in fact, female candidates in all other areas covered by the United Nations standby arrangements system). The Civilian Police Unit will work closely with the Office of the United Nations High Commissioner for Human Rights and the Office of the Special Adviser on Gender Issues in implementing these projects.

98. Given the complexity of the initiatives, and provided that the additional resources are provided (and positions quickly filled), I expect completion of the entire range of projects noted above by mid-2002. Nevertheless, it is anticipated that the standardization of the management and deployment of United Nations civilian police will be completed by March 2001, and that a revised pre-deployment training package for civilian police will be finalized by April 2001.

99. It should be recalled that, in its 1999 report (A/55/839), the Special Committee on Peacekeeping Operations recommended that the Secretariat urgently undertake, in close cooperation with Member States, the development of a comprehensive set of policies on the activities carried out by United Nations civilian police. It recommended that these policies be articulated through the guidelines for civilian police (para. 133) and stressed the need to strengthen the Civilian Police Unit (para. 131). I believe that the steps outlined above are consistent with what the Special Committee has already asked of the Secretariat on this subject and should help to expedite it.

Member States are encouraged to designate a single point of contact within their governmental structures for the provision of civilian police to United Nations peace operations (A/55/305-S/2000/809, para. 126 (c)).

100. While the responsibility for implementing this recommendation rests entirely within the purview of individual Member States, I wish to offer a few clarifications on how I view its intent. The "point of contact" for the Secretariat will continue to be the Permanent Missions to the United Nations of the respective Member States. The recommendation is directed at States as a suggestion for how they might be able to coordinate with one another more easily, such as on regional training initiatives. A number of Member States have openly indicated previously that several of their ministries or governmental agencies might be involved in the selection and training of civilian police for deployment to United Nations peace operations. This could potentially, though not necessarily, hinder inter-State cooperation on policing matters. Moreover, it has made it difficult for some States to rapidly identify and deploy civilian police to peace operations.

The Panel recommends that a revolving "on-call list" of about 100 police officers and related experts be created in the United Nations standby arrangements system to be available on seven days' notice with teams trained to create the civilian police component of a new peacekeeping operation, train incoming personnel and give the component greater

coherence at an early date (A/55/305-S/2000/809, para. 126 (d)).

101. The same procedure outlined in paragraph 94 applies with regard to this recommendation.

The Panel recommends that parallel arrangements for recommendations (a), (b) and (c) above be established for judicial, penal, human rights and other relevant specialists, who with specialist civilian police will make up collegial "rule of law" teams (A/55/305-S/2000/809, para. 126 (e)).

102. Further work needs to be undertaken on the broader issues related to the rule of law in peace operations, in order to assist Member States in implementing this recommendation. I have therefore requested the Department of Peacekeeping Operations to work with the Department of Political Affairs, the Office of Legal Affairs, the Office of the United Nations High Commissioner for Human Rights and UNDP in drafting guidelines covering the principles and practices of the rule of law sector of peace operations. These guidelines and standard operating procedures should build on the considerable amount of work already undertaken within the system, as well as lessons learned in the field, and should be finalized only after consultations with Member States.

5. Civilian specialists

The Department of Peacekeeping Operations should formulate a comprehensive staffing strategy for peace operations, outlining, among other issues, the use of United Nations Volunteers, standby arrangements for the provision of civilian personnel on 72 hours' notice to facilitate mission start-up, and the divisions of responsibility among the members of the Executive Committee on Peace and Security for implementing that strategy" (A/55/305-S/2000/809, para. 145 (d)).

The Field Service category of personnel should be reformed to mirror the recurrent demands faced by all peace operations, especially at the mid- to senior-level in the administrative and logistics areas (A/55/305-S/2000/809, para. 145 (b)).

The Secretariat should establish a central Internet/Intranet-based roster of pre-selected civilian candidates available to deploy to peace operations on short notice. The field missions should be granted access to and delegated authority to recruit candidates from it, in accordance with guidelines on fair geographic and gender distribution to be promulgated by the Secretariat (A/55/305-S/2000/809, para. 145 (a)).

103. It should be recalled that the Special Committee on Peacekeeping Operations, in its 1999 report, recommended that the internal staffing procedures in use by the Secretariat be reviewed with a view to ensuring that the process adequately supports the particular demands of rapid deployment (A/54/839, para. 77). The Panel's recommendations address the Committee's request.

104. A dedicated and interdepartmental team, working on these three inter-linked issues for nine months, is what I believe is required to prepare a comprehensive report on the subject, outlining those elements and financial implications which require legislative approval. Unfortunately, such a team cannot be financed from existing resources, which is why additional staff are being sought for this purpose, as well as to design other new efficiency enhancing systems on an ongoing basis, and to then maintain them.

105. The dedicated team should undertake the following tasks, inter alia:

(a) Conduct an in-depth study of all existing occupational groups in peace operations and devise generic job descriptions which will assist in identifying the right candidates;

(b) Evaluate the effectiveness (including cost-effectiveness) of various sources of personnel to fill the positions identified;

(c) Identify training requirements, training tools and develop a systematic training plan for all occupational groups;

(d) Conduct a technical review and redesign of existing roster systems to enable access on a system-wide basis, including for the field missions;

(e) Redesign the application process to be compatible with the Internet-based systems;

(f) Promulgate selection criteria and guidelines to ensure compliance with the existing regulatory framework adopted by the General Assembly;

(g) Clarify the roles and responsibilities of departments, agencies, funds and programmes to help manage the newly designed system, as well as to pre-select and make available their own staff for deployment to peace operations on short notice.

106. In preparing these various plans, I expect the Department of Peacekeeping Operations, the Office of Human Resources Management and all other departments concerned to ensure compliance with General Assembly resolutions related to the use of gratis personnel, and to make all the necessary provisions to preclude against disadvantaging candidates, particularly in developing countries, who may not have access to Internet-based facilities.

107. Should the resources requested be provided, I would expect a comprehensive package of reforms to be ready for submission to the General Assembly in early 2002. Given that some work has already been undertaken on the Field Service category, I expect that a proposal on this particular subject could be ready for submission to the General Assembly at its fifty-sixth session. Meaningful implementation of these three recommendations could be expected by end-2002.

108. In the interim, I believe that progress could be made in implementing the Panel's recommendation for greater delegation of authority to the field. Recruitment authority was delegated to UNMIK, on a pilot basis, in mid-2000. Vacancy rates in that mission have dropped considerably over the course of just a few months. I have asked the Department of Peacekeeping Operations, in consultation with the Office of Human Resources Management and the Office of the Special Adviser on Gender Issues, to review the effectiveness of the delegated recruitment authority to UNMIK and to report to me, by March 2001, on a plan of action for delegating recruitment authority to a few additional missions and field offices, together with the guidelines required to ensure due regard for geographic distribution and gender balance.

Conditions of service for externally recruited civilian staff should be revised to enable the United Nations to attract the most highly qualified candidates and to then offer those who have served with distinction greater career prospects (A/55/305-S/2000/809, para. 145 (c)).

109. Effective 1 July 2000, a revision of the compensation package of all field staff recruited under the 300 series appointments was undertaken, including providing eligible staff with a family supplement, access to life insurance, and subsidized medical insurance for themselves and their dependants. An enhanced rest and recuperation programme for field staff will be in place in early 2001.

110. These, among other enhancements, were undertaken within the authority delegated to me by the General Assembly. A number of other far-reaching proposals of the Panel on this subject have already been addressed in my report on human resources management reform, which is currently before the General Assembly (A/55/253). Nevertheless, a comprehensive review specific to the conditions of service in the field is also needed, for which additional resources will be required to dedicate experts to the task.

111. I have asked the Office of Human Resources Management, together with the departments concerned, to also look at two key issues of importance, which are related to the Panel's recommendation on this subject. First, a feasibility study should be conducted on the establishment of a system of staff rotation between field missions and between field missions and Headquarters. Such a study should address the need for better spouse employment and work/life arrangements. Second, adequate resources for staff counselling services and improved medical facilities and arrangements should be provided at all field missions, including those at the start-up phase. I have asked that a detailed proposal on both subjects be submitted to me by mid-2001.

6. Logistics support and expenditure management

The Secretariat should prepare a global logistics support strategy to enable rapid and effective mission deployment within the timelines proposed and corresponding to planning assumptions established by the substantive offices of the Department of Peacekeeping Operations (A/55/305-S/2000/809, para. 169 (a)).

The General Assembly should authorize and approve a one-time expenditure to maintain at least five mission start-up kits in Brindisi, which should include rapidly deployable communications equipment. The start-up kits

should then be routinely replenished with funding from the assessed contributions to the operations that drew on them (A/55/305-S/2000/809, para. 169 (b)).

The Secretary-General should be given authority to draw up to US$ 50 million from the Peacekeeping Reserve Fund once it becomes clear that an operation is likely to be established, with the approval of the Advisory Committee on Administrative and Budgetary Questions, but prior to the adoption of a Security Council resolution (A/55/305-S/2000/809, para. 169 (c)).

The Secretariat should undertake a review of the entire procurement policies and procedures (with proposals to the General Assembly for amendments to the Financial Rules and Regulations, as required), to facilitate in particular the rapid and full deployment of an operation within the proposed timelines (A/55/305-S/2000/809, para. 169 (d)).

The Secretariat should conduct a review of the policies and procedures governing the management of financial resources in the field missions with a view to providing field missions with much greater flexibility in the management of their budgets (A/55/305-S/2000/809, para. 169 (e)).

The Secretariat should increase the level of procurement authority delegated to the field missions (from $200,000 to as high as $1 million, depending on mission size and needs) for all goods and services that are available locally and are not covered under systems contracts or standing commercial services contracts (A/55/305-S/2000/809, para. 169 (f)).

112. All of these issues are interrelated and need to be evaluated in the light of the Panel's proposed deployment timelines. The Secretariat is simply not able to meet those timelines within our existing logistics support systems. The system needs to be redesigned and this will require a thorough review of a variety of areas, including the procurement and financial procedures now in place.

113. I anticipate that the General Assembly would therefore not yet be in a position to approve those aspects of the above-mentioned recommendations which are within its purview without fuller information and cost estimates for the overhauling of our existing systems. I have therefore asked the Field Administration and Logistics Division/Department of Peacekeeping Operations, supported by the Department of Management, to address all of these issues in tandem and to commence work in January 2001. I would expect them to prepare a detailed set of proposals, along with financial implications, for presentation to the General Assembly within the context of my next report on the implementation of the Panel's report. I have asked the Office of Internal Oversight Services to participate in this exercise, to ensure that internal controls are properly addressed.

114. This work cannot commence immediately, owing to current serious staffing shortfalls in the logistics and procurement areas in meeting the present demands of the field missions, let alone to engage in such a labour-intensive exercise. In fact, I am requesting additional resources for all parts of the Field Administration and Logistics Division, in particular, the Logistics and Communications Service. Therefore, in order to enable the most knowledgeable staff to participate in this task, we will need to call upon seasoned staff in the field to assist with the process and/or to enable others at Headquarters to leave existing duties to participate in the exercise. This will have the added benefit not only of strengthening the team in quantitative terms, but also of helping to ensure that the field perspective is properly reflected in the review.

115. I expect particular emphasis to be placed on reducing as much as possible the delays that virtually all field missions have reported during the mission start-up phase, while ensuring that appropriate financial controls remain in place. When assessing different options available for achieving the rapidity of deployment that the Panel has recommended, the need to promote cost-effectiveness and transparency wherever possible should be borne in mind.

116. Troop-contributing countries will ultimately stand to benefit from an enhanced logistics support capacity. As such, they are one of the primary "customers" of this improved logistics system to be developed and should thus be consulted on the problems that they have been encountering in this area. The recommendations of the Special Committee on Peacekeeping Operations on this subject should therefore guide the determination of priorities during

the conduct of this comprehensive review. In this context, I wish to recall that the Special Committee has already invited the Secretariat to explore means of enhancing the logistics readiness of the United Nations, in particular through a broader use of the United Nations Logistics Base at Brindisi and reserve stocks, as well as a reassessment of the start-up kits, including their scope and number (A/54/839, para. 93). The Committee has also reiterated its support for the provision of the necessary funding to permit immediate replenishment of start-up kits and has strongly urged the Secretariat to review the current role and function of the Logistics Base with a view to promoting its potential as a forward logistics and materiel staging area for peacekeeping operations (A/54/839, para. 147).

The Under-Secretary-General for Management should delegate authority and responsibility for peacekeeping-related budgeting and procurement functions to the Under-Secretary-General for Peacekeeping Operations for a two-year trial period (A/55/305-S/2000/809, para. 233 (d)).

117. In view of the fact that the entire logistics support system for the field needs to be enhanced and effectively redesigned, I think it would be premature at this stage to decide where these key functions and activities are performed, before having decided how they would be undertaken. I therefore believe that it would be prudent to postpone taking any action on this recommendation until the logistics support strategy and procedural reviews of the field procurement and financial systems have been completed.

To relieve demand on the Field Administration and Logistics Division and the Executive Office of the Department of Political Affairs, and to improve support services rendered to smaller political and peace-building field offices, the Panel recommends that procurement, logistics, staff recruitment and other support services for all such smaller, non-military field missions be provided by the United Nations Office for Project Services (A/55/305-S/2000/809, para. 243 (c)).

118. Though I believe that the Field Administration and Logistics Division should, in principle, provide support to all United Nations peace operations and should be given the resources to do so, I agree, for the time being, with the Panel's recommendation. Consequently, and until the Field Administration and Logistics Division and other Secretariat administrative structures have been given the necessary resources to adequately support non-military field missions and activities, the United Nations Office for Project Services will be called upon to do so.

D. Funding of Headquarters support to peacekeeping operations

The Panel recommends a substantial increase in resources for Headquarters support of peacekeeping operations, and urges the Secretary-General to submit a proposal to the General Assembly outlining his requirements in full (A/55/305-S/2000/809, para. 197 (a)).

Headquarters support for peacekeeping should be treated as a core activity of the United Nations, and as such the majority of it resource requirements for that purpose should be funded through the mechanism of the regular biennium programme budget of the Organization (A/55/305-S/2000/809, para. 197 (b)).

Pending the preparation of the next regular budget submission, the Panel recommends that the Secretary-General approach the General Assembly with a request for an emergency supplemental increase to the Support Account to allow immediate recruitment of additional personnel, particularly in the Department of Peacekeeping Operations (A/55/305-S/2000/809, para. 197 (c)).

119. As stated in the introduction to the present report, I agree that additional resources are needed for the Secretariat to better support existing operations, build efficiency and performance enhancing systems for the future and then maintain them, as well as to implement the Panel's recommendations.

120. I am therefore requesting, on an emergency basis, through the Support Account for 2000-2001, additional resources for the Secretariat to better support peacekeeping operations. That request does not represent our complete needs, but it is a realistic indication of the areas that need to be strengthened on a priority basis. Some of the key areas requiring immediate strengthening have been mentioned in this document.

121. There remains a need to properly define a predictable baseline level and mechanism of funding for Headquarters support to peacekeeping and for temporary increases in activity, as the Panel suggested. We will be developing proposals to do this over the course of the next six months. The Special Committee on Peacekeeping had already called for a comprehensive review (to include the management, structure, recruitment processes and interrelationships of all relevant elements within the Secretariat that play a role in peacekeeping operations, which should focus on the coordinated planning, deployment, management and support of United Nations peacekeeping operations, logistics and procurement (A/54/839, para. 67). I will be initiating that review within the next month and may consider calling upon Member States and/or experts in the private sector to help conduct it.

122. At the same time, I consider that the work of the Panel on United Nations Peace Operations represents a partial completion of the review called for by the Special Committee on Peacekeeping Operations.

E. Proposed restructuring of the Department of Peacekeeping Operations

1. Senior management

Consideration should be given to increasing the number of assistant secretaries-general in the Department of Peacekeeping Operations from two to three, with one of the three designated as the "Principal Assistant Secretary-General" and functioning as the deputy to the Under-Secretary-General" (A/55/305-S/2000/809, para. 233 (f)).

123. I agree that the responsibilities invested in the Department of Peacekeeping Operations are heavy. They involve the management of missions with annual budgets totalling over two billion dollars per annum, and tens of thousands of military, police and civilian personnel, whose security and safety are directly affected by the decisions taken by the department's senior management. The time demands on the Under-Secretary-General and Assistant Secretary-Generals are also heavy, given their reporting responsibilities to me and the legislative bodies. The addition of one Assistant Secretary-General in the Department of Peacekeeping Operations is a necessary investment to ensure that the department's senior management team is big enough to enable high-level availability, to manage the department effectively, share the burden of responsibility, provide back-up for one another, and enable greater and more frequent interaction with the field missions, including through extended visits and deployment thereto as heads of mission start-up teams. I am therefore requesting the addition of one Assistant Secretary-General.

124. The proposed responsibilities of each of the three Assistant Secretary-Generals are detailed in the report on the resource requirements for implementing the report of the Panel on United Nations Peace Operations. The Assistant Secretary-General for Operations would be the senior of the three.

125. The Assistant Secretary-General for Military and Civilian Police Affairs should be a civilian who has accumulated extensive experience managing large numbers of military and/or civilian police personnel, either in a United Nations field mission and/or in a national capacity. While the Military Adviser would report to the Assistant Secretary-General for Military and Civilian Police Affairs, (s)he will nonetheless be the highest ranking military officer at Headquarters and, as such, should continue to have direct access to the Under-Secretary-General for Peacekeeping Operations and to me, as required.

2. The Military and Civilian Police Division(s)

The current Military and Civilian Police Division should be restructured, moving the Civilian Police Unit out of the military reporting chain. Consideration should be given to upgrading the rank and level of the Civilian Police Adviser (A/55/305-S/2000/809, para. 233 (a)).

126. I am proposing in the request for additional resources that the rank of the Civilian Police Adviser be upgraded to the D-2 level and that (s)he no longer report to the Military Adviser, but rather to the Assistant Secretary-General for Military and Civilian Police Affairs. I believe this to be consistent with the expressed desire of the Special Committee on Peacekeeping Operations to enhance the role of the Civilian Police Adviser (A/54/839, para. 131).

A new unit should be established in the Department of Peacekeeping Operations and staffed with the relevant expertise for the

provision of advice on criminal law issues that are critical to the effective use of civilian police in United Nations peace operations (A/55/305-S/2000/809, para 233 (c)).

127. Every police force in the world has the benefit of legal advice during the conduct of its work. The United Nations should not be any different. When the Civilian Police Adviser is asked to propose a concept of operations for the civilian police component of a new mission, (s)he should have the benefit of counsel on the type of judicial system in place, the interrelation between the police and the judiciary in a particular country and the nature of criminal procedures and laws in effect. If the civilian police component is mandated to restructure a local police force, then it is imperative that such restructuring be done with some cognizance of the entire criminal justice system in the country concerned. Before civilian police deploy to a country, they should be properly trained in the applicable criminal and judicial system, so that they have credibility with their local counterparts. The Office of Legal Affairs cannot provide this kind of expertise to the Civilian Police Unit, nor is it designed to do so.

128. The Office of the United Nations High Commissioner for Human Rights and UNDP are engaged in institution and capacity-building programmes to strengthen rule of law institutions. They are the appropriate organizations for engaging in this kind of work, and the new Unit would not be asked to duplicate their efforts. It would, instead, draw on their expertise to provide the necessary advice and support to peace operations.

129. The new Unit would be primarily of an operational nature, working alongside the officers of the Civilian Police Unit on a daily basis, providing them and mission counterparts with relevant guidance and providing interface with the rest of the United Nations system to mobilize expertise and resources to assist peace operations in the development of comprehensive rule of law strategies.

130. The existence of such a unit (staffed with just a handful of experts) would have been of great benefit, for example, during the planning of and support to police-oriented missions in Haiti (United Nations Mission in Haiti/United Nations Civilian Police Mission in Haiti) and Bosnia (United Nations Mission in Bosnia and Herzegovina), as well as those in East Timor (UNTAET) and Kosovo (UNMIK).

The Military Adviser's Office [Division] in the Department of Peacekeeping Operations should be restructured to correspond more closely to the way in which the military field headquarters in United Nations peacekeeping operations are structured (A/55/305-S/2000/809, para. 233 (b)).

131. I am proposing not only to strengthen the Military Division, but to extensively restructure it as well, as described in the request for additional resources. In summary, the Military Division would consist of the following:

(a) Office of the Military Adviser;

(b) Current Military Operations Service;

(c) Military Planning Service;

(d) Force Generation and Military Personnel Service (including United Nations standby arrangements system management);

(e) Training and Evaluation Service.

132. I believe that this structure would provide greater clarity for and support to troop contributors and the field missions with regard to the allocation of responsibilities in the Department of Peacekeeping Operations, by designating a senior military officer (at the rank of colonel) to be in charge of each of the key military activities specific to peacekeeping operations. A significant change would be the separation of force generation activities (the identification, deployment and rotation of troops) and the United Nations standby arrangements system management from the Mission Planning Service. The Training Unit would also be strengthened and expanded to enable it to take on the evaluation tasks referred to previously.

3. Operational planning and support for public information

A unit for operational planning and support of public information in peace operations should be established, either within the Department of Peacekeeping Operations or within a new Peace and Security Information Service in the Department of Public Information reporting directly to the Under-Secretary-General for Communication and Public Information (A/55/305-S/2000/809, para. 238)).

133. Past experience has shown that the public information components of peacekeeping operations

have often not been properly planned or effectively supported, contrary to the extreme importance of this function as a force-multiplier, particularly during times of crises. The Special Committee on Peacekeeping Operations recognized the important contribution which public information, especially radio, can make towards the attainment of mission mandates (para. 120). It also reinforced its support for the Secretariat's efforts to address public information requirements in the planning process as well as in the start-up phase of peacekeeping operations and strongly supported the close cooperation between the Department of Peacekeeping Operations and the Department of Public Information and encouraged further enhancement of that cooperation (para. 120). I am therefore in full agreement that the establishment of a distinct unit responsible for operational planning and support of public information components in peace operations is warranted.

134. In principle, I do not favour creating new capacities in the Department of Peacekeeping Operations that might otherwise already exist in the United Nations system and could be marshalled in support of peace operations through stronger coordinating mechanisms. This has been the premise according to which the integrated mission task force mechanism has been established. However, there may be certain instances where proximity to the daily decision-making processes overrides the benefits of central support structures providing assistance to the Department of Peacekeeping Operations through the integrated mission task force mechanism.

135. Bearing in mind that the task force mechanism will not apply to the planning of smaller and traditional operations, nor to supporting fully deployed missions, I have decided that this unit would be best placed in the Office of Operations/Department of Peacekeeping Operations, so that it could be of benefit to the planning of and support to all missions at all times.

136. Its principal functions would be to ensure that the public information components in United Nations peace operations, both peacekeeping and political missions, are fully staffed and rapidly deployed with all necessary equipment, able to respond effectively to all information requirements in the field and provided with full support and guidance from Headquarters. A key responsibility of the unit would be to translate the overall political and strategic information requirements of each mission into operational public information plans and to develop standard operating procedures and guidelines for the public information components of peace missions and familiarize mission information personnel with them. In addition, the unit would facilitate coverage of peace operations by the media, work with United Nations agencies active in the mission area on the shared use of information assets in field operations and, in particular, maintain a constant information exchange between the Office of the Spokesman and the spokespersons of the Special Representatives of the Secretary-General in the field.

137. In cooperation with other departments, particularly the Department of Public Information, the unit would lead the development of a rapidly deployable capacity for public information. This would include the establishment of a roster of pre-screened experts with field experience to be deployed on short notice for the initial phase of new peace missions, as well as a roster of pre-selected information experts who would be available for longer-term service. The new unit would develop and secure basic start-up kits, memoranda of understanding, or other standby arrangements with Member States and/or other United Nations system partners and non-governmental organizations, to enable team experts to work effectively in the field from the moment of arrival. Due consideration would be accorded to the need for a rapid procurement facility, given the early obsolescence of television and radio equipment, as well as standby arrangements with Member States.

138. The unit would be established primarily through redeployment of existing resources in the Department of Public Information as described in the report on the resource requirements for the implementation of the report of the Panel on Peace Operations.

> ***Additional resources should be devoted in mission budgets to public information and the associated personnel and information technology required to get an operation's message out and build effective internal communications links (A/55/305-S/2000/809, para. 150).***

139. I will be seeking the implementation of this recommendation on a case-by-case basis, within the context of mission budgets submitted to the General Assembly for its approval. The unit proposed above would bear primary responsibility for ensuring that due

consideration is given to the Panel's suggestions in this area.

4. The Lessons Learned Unit

The Lessons Learned Unit should be substantially enhanced and moved into a revamped Department of Peacekeeping Operations Office of Operations (A/55/305-S/2000/809, para. 233 (e)).

140. The Special Committee on Peacekeeping Operations has already recommended that experience derived from past peacekeeping operations be incorporated into peacekeeping policy and planning, so as to improve the efficiency and effectiveness of future missions (A/54/839, para. 102). The Panel's recommendation to enhance the Lessons Learned Unit is a step in that direction and I am thus seeking additional resources for it. An enhanced capacity of that Unit would enable it to make progress on the development of multidimensional doctrine, guidelines, and standard operating procedures, as well as sharing of "best practices" between missions.

141. In order to ensure that the work of the Unit is properly reflected in the mission-planning processes, its officers will work closely with each integrated mission task force, as a matter of practice. However, I do not propose to move it from the Office of the Under-Secretary-General/Department of Peacekeeping Operations to the Office of Operations at this time. Given the importance that I attach to this function, I would like the Under-Secretary-General/Department of Peacekeeping Operations to personally oversee its development at this early stage.

5. Gender Unit/Department of Peacekeeping Operations

142. In keeping with the strengthened mandate for integrating gender perspectives into peace operations provided through the special session of the General Assembly entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century" (June 2000), in its report, the Panel raises two important issues relating to gender balance in appointments to senior management positions and the need for gender sensitivity among personnel in their interaction with local communities. However, integrating gender perspectives in peacekeeping operations requires much more than that, as clearly illustrated by the outcome document from the special session of the General Assembly and the Windhoek Declaration and the Namibia Plan of Action on Mainstreaming a Gender Perspective in Multidimensional Peace Support Operations (May 2000). I am therefore proposing the creation of a small Gender Unit in the Office of the Under-Secretary-General/Department of Peacekeeping Operations, as described in the request for additional resources.

F. Strengthening other parts of the United Nations system

1. The Electoral Assistance Division/Department of Political Affairs

The Panel recommends that regular budget resources for Electoral Assistance Division programmatic expenses be substantially increased to meet the rapidly growing demand for its services, in lieu of voluntary contributions (A/55/305-S/2000/809, para. 243 (b)).

143. I agree with the Panel's view that there is a need to put electoral assistance on a more secure footing in order for the Organization to be able to respond to the increasing demand for this vital element of democratic institution-building. I believe that a measured increase in resources is needed in the regular budget to ensure a more effective response and follow-up to requests for electoral assistance. I propose to also increase provision for regular budget financing for needs-assessment missions, which are a prerequisite for all electoral-assistance activities. The relevant provisions are submitted in the report on the resource requirements for the implementation of the Panel's report.

2. Office of the United Nations High Commissioner for Human Rights (OHCHR)

The Panel recommends substantially enhancing the field mission planning and preparation capacity of the Office of the United Nations High Commissioner for Human Rights, with funding partly from the regular budget and partly from peace operations mission budgets (A/55/305-S/2000/809, para. 245).

144. I fully agree with the Panel's conclusions on the centrality of human rights to United Nations peace activities and on the need to integrate human rights more effectively into prevention, peacekeeping and peace-building strategies. To this end, it is necessary to strengthen the Organization's capacity both to plan, conceptualize and deploy human rights elements of peace operations and to provide them with specialized guidance and support, so as to achieve a more coherent and systematic approach to human rights work in peace operations.

145. Accordingly, I am seeking a modest increase in resources for the Office of the United Nations High Commissioner for Human Rights, as detailed in my report on the resource requirements for the implementation of the report of the Panel on United Nations Peace Operations, to strengthen its ability to take on the following tasks, among others:

(a) Analyse the experience of past peace operations and draw therefrom lessons applicable to future planning (both directly and by linking up to relevant expertise within research and civil society institutions);

(b) Develop best practices in the design of human rights components of peace operations, the definition of effective human rights strategies and the integration of human rights into the work of other components;

(c) Develop guidelines and methodological tools;

(d) Rapidly deploy staff to gather information and assess needs to support the planning of human rights components;

(e) Develop a standardized information management system for information gathered by human rights components of peace operations, to be applied consistently in all peace operations;

(f) Develop standard profiles for human rights staff of field operations and create a system for vetting candidates prior to their inclusion in the rosters;

(g) Develop cooperative arrangements and partnerships with non-governmental organizations and national institutes with a view to establishing standby arrangements for the staffing of human rights components of peace operations, as well as the fielding of human rights specialists to other components (for example civilian police and judicial, penal and other specialists, as required;

(h) Develop training materials on human rights, provide and assist international, national and regional partners in providing pre-deployment and in-mission training for peace operations staff.

G. Information technology and knowledge management

Headquarters peace and security departments need a responsibility centre to devise and oversee the implementation of common information technology strategy and training for peace operations, residing in the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat. Mission counterparts to that responsibility centre should also be appointed to serve in the offices of the Special Representatives of the Secretary-General in complex peace operations to oversee the implementation of that strategy (A/55/305-S/2000/809, para. 251).

The Executive Committee on Peace and Security Information and Strategic Analysis Secretariat in cooperation with the Information Technology Services Division, should implement an enhanced peace operations element on the current United Nations Intranet and link it to the missions through a Peace Operations Extranet (A/55/305-S/2000/809, para. 258 (a)).

Peace operations could benefit greatly from more extensive use of geographic information systems (GIS) technology, which quickly integrates operational information with electronic maps of the mission area, for applications as diverse as demobilization, civilian policing, voter registration, human rights monitoring and reconstruction (A/55/305-S/2000/809, para. 258 (b)).

The information technology needs of mission components with unique information technology needs, such as civilian police and human rights, should be anticipated and met more consistently in mission planning and implementation (A/55/305-S/2000/809, para. 258 (c)).

146. A working group of information technology experts throughout the United Nations system has already prepared an initial plan for implementing the recommendations of the Panel. That group noted that, while the Panel's recommendations were fairly specific, they provided the impetus for rethinking information technology needs of members of the Executive Committee on Peace and Security on a wider level and served as a catalyst to more closely coordinate ongoing efforts in several forums. To guard against duplication of effort, the group agreed upon a cost-effective and efficient division of labour, and a rough outline of the steps to be taken over the next six to twelve months.

147. Given its composition and functions, the Information Service of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat would be best equipped to play the role of coordinator and integrator of information management.

148. The Department of Peacekeeping Operations/Field Administration and Logistics Division is best positioned to provide information communications technology support for peace operations and their field counterparts in the United Nations agencies, funds and programmes. (Information communications technology refers to the hardware, software and information systems etc., whereas information management refers to the management of the processes to populate and extract relevant information from those systems.)

149. At present there is no comprehensive system-wide inventory of the information systems and information and communications technology resources related to peace operations, including geographical information. Establishing and maintaining such an inventory should be the first step in any attempt to integrate and share information.

150. A working group comprised of all intended users of the products of the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat, will define the content and information needs for the information management capacity in the area of peace and security. The further development and enhancement of the above-mentioned information communications technology infrastructure by the Information Technology Services Division and the Department of Peacekeeping Operations/Field Administration and Logistics Division will require initial investments and detailed studies of the requirements and design of the system.

151. The Department of Political Affairs and the Department of Peacekeeping Operations should also, in close liaison with the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat, and in coordination with the relevant departments and agencies, assess the information management needs of peace operation components.

152. The United Nations Geographic Information Working Group, the Field Administration and Logistics Division and the Executive Committee on Peace and Security Information and Strategic Analysis Secretariat should identify logistic support and other peacekeeping-related applications which would benefit from GIS technology, such as movements control, demobilization and civilian policing. All existing applications for these components identified in the geographic information inventory have to be evaluated, and a set of recommended application templates established.

153. The additional post and non-post requirements to get the project started are included in my report on the resources requirements for the implementation of the report of the Panel on United Nations Peace Operations. I will submit a more detailed proposal in my second report.

> ***The Panel encourages the development of web site co-management by Headquarters and the field missions, in which Headquarters would maintain oversight but individual missions would have staff authorized to produce and post web content that conforms to basic presentational standards and policy (A/55/305-S/2000/809, para. 263).***

154. I have asked the Department of Public Information, in cooperation with the Information Technology Services Division, the Department of Peacekeeping Operations and other departments and offices, to thoroughly review current practices both at Headquarters and in the field, in order to establish a coordinated policy regarding the development, management and hosting of web sites by peace missions (including co-management by Headquarters), and to specify the resources required for its implementation (infrastructure, staff, budgeting, including any specific language requirements). In the meantime, the Department of Public Information

should continue to create and maintain web sites related to peace operations (including those with direct input from the field, for example, East Timor, Kosovo and Sierra Leone), applying existing standards and guidelines such as those set forth in the "Internet publishing guidelines" approved by the Publications Board.

Notes

[1] *Official Records of the General Assembly, Fifty-fifth Session, Supplement No. 1* (A/55/1).

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Question of Cyprus

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Letter dated 18 October 2000 from the Permanent Representative of Turkey to the United Nations addressed to the Secretary-General

I have the honour to transmit herewith a letter dated 16 October 2000 addressed to you by His Excellency Mr. Aytuğ Plümer, Representative of the Turkish Republic of Northern Cyprus (see annex).

I should be grateful if the text of the present letter and its annex would be circulated as a document of the General Assembly, under agenda item 64, and of the Security Council.

(Signed) Ümit **Pamir**
Ambassador
Permanent Representative

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Annex to the letter dated 18 October 2000 from the Permanent Representative of Turkey to the United Nations addressed to the Secretary-General

Upon instructions from my Government, I have the honour to refer to the letter dated 4 October 2000 (A/55/454-S/2000/959) from the Greek Cypriot representative at the United Nations addressed to you, which contains allegations of violations of the airspace of the Republic and of the flight information region of Nicosia.

It will be recalled that similar allegations of so-called airspace and flight information region violations were rejected in our previous communications addressed to you, most recently in my letter dated 17 August 2000 (A/54/963-S/2000/813, annex). I wish to reiterate that flights within the sovereign airspace of the Turkish Republic of Northern Cyprus take place with the full knowledge and consent of the appropriate authorities of the State, over which the Greek Cypriot administration in South Cyprus has no jurisdiction or any right of say whatsoever.

As stated in my previous letters, such allegations derive from the deceitful and unacceptable pretence that the sovereignty of the Greek Cypriot administration extends over the entire island, including the territory of the Turkish Republic of Northern Cyprus. This untenable position of the Greek Cypriot side clearly runs counter to the realities on the island and as such make it exceedingly difficult to achieve tangible progress in preparing the ground for meaningful negotiations.

While pretending to be interested in finding a negotiated settlement to the Cyprus question, the Greek Cypriot side is continuing with its militarization policy, in collaboration with Greece, within the framework of the so-called Joint Military Doctrine. The Turkish Cypriot side has consistently drawn the attention of all concerned to the dangers of such a policy. On the other hand, the Greek Cypriot side has continued unabatedly with a steady military build-up in South Cyprus. Heavy weaponry, such as the TOR-M1 and exocet missiles and other military equipment acquired by the Greek Cypriot administration, were displayed during the military parade held on 1 October 2000 in South Cyprus. Furthermore, the Greek Cypriot administration and Greece are planning to carry out joint military manoeuvres code-named "Nikiforos" commencing on 18 October 2000.

The continuing negative and hostile attitude shown by the Greek Cypriot administration towards the Turkish Republic of Northern Cyprus diminishes the chances of an early settlement in Cyprus. That the Greek Cypriot party lacks the necessary political will to work constructively towards a comprehensive settlement is evidenced by its negative reaction to your opening statement of 12 September 2000 at the beginning of the fourth round of proximity talks held in New York. The rejection by the Greek Cypriot side of basic principles such as the equal political status of the two parties and the objective of bringing about a comprehensive settlement enshrining a new partnership, as underlined in your above statement, shows beyond any doubt that the Greek Cypriot side is far from the notion of establishing such a partnership on the basis of sovereign equality.

While strongly protesting the policy of escalation pursued by the Greek Cypriot administration as well as its campaign of misinformation against the Turkish Republic of Northern Cyprus and Turkey, I would like to express the hope that the international community would urge the Greek Cypriot administration to come to terms with the reality that there are two States in Cyprus and to work towards

attaining a new partnership by building bridges of trust and cooperation between them.

I should be grateful if you would have the present letter circulated as a document of the General Assembly, under agenda item 64, and of the Security Council.

(*Signed*) Aytuğ **Plümer**
Representative
Turkish Republic of Northern Cyprus

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Fifty-fifth session
Agenda item 119
Improving the financial situation of the United Nations

Improving the financial situation of the United Nations

Report of the Secretary-General

I. Introduction

1. The present report updates the information on the financial situation of the United Nations contained in the report of the Secretary-General of 13 April 2000 (A/54/454/Add.1). It also provides information on the financial situation of the Organization as at 30 September 2000 and projections for the remaining months of 2000.

II. Review of the financial situation at 30 September and prospects to 31 December 2000

A. Overview

2. At this point in the year, most key indicators show that the financial turnaround that was evidenced in 1999 has not continued in 2000. While an increasing number of Member States are paying in full for the regular budget, the year end cash position is still dependent on one Member State. The budgets of the international tribunals for Rwanda and the former Yugoslavia are increasing annually, as are unpaid assessments for the tribunals. Peacekeeping shows increasing assessments, with larger unpaid assessments limiting the availability of cash, and the level of debt to Member States remains intractable.

3. This is a worrisome turn of events if the Organization is to take on the initiatives recently announced by the Secretary-General for the expansion of peacekeeping field operations, Headquarters backstopping support for better security protection for United Nations staff and the approval of a capital master plan for the Headquarters complex. These major initiatives need a firm financial foundation if they are to succeed.

B. Level of assessments

4. The financial bedrock of the United Nations is the level of assessment agreed to by Member States. The assessment amounts encapsulate what Member States want the Organization to do, but the limits of United Nations financial capacity are circumscribed by the degree to which assessments remain unpaid.

5. At 30 September 2000, the level of assessment, at $3.3 billion, was at its highest level since 1995. It is estimated that assessment levels could reach $3.5 billion in 2001 if the prospective level of activity does in fact occur. As a result, in 2001, the resource requirements of the Organization may begin to rival those of 1994 and 1995. Only the regular budget assessment has remained constant, without any growth over the entire period from 1994 to 2000. There is, however, the possibility of an increase in 2001. Assessments for the international tribunals have

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increased each year and are projected to reach a level close to $200 million for 2001.

6. Peacekeeping shows the largest and most erratic level of resource requirements, with peak years in 1994 and 1995 in the range of $3.2 to $3.4 billion. A rapid downsizing occurred in 1996 with a gradual drop-off to a level of around $900 million in 1998 and 1999. 2000, and prospectively 2001, show a rapid change in direction. Significant new resource requirements are now projected as a result of the new responsibilities of the Organization to maintain peace and to help rebuild governments.

Unpaid assessments: regular budget, peacekeeping and the international tribunals

7. At 30 September 2000, unpaid assessments for regular budget, peacekeeping and the international tribunals together totalled just over $3 billion. Unpaid peacekeeping assessments alone have reached a high level of $2.5 billion. Unpaid tribunal assessments have also continued to rise. Only regular budget payments may show a positive pattern at year-end. In total, unpaid assessments are up 23 per cent from a year ago.

8. Specifically, as at 30 September 2000, unpaid peacekeeping assessments totalled $2.5 billion, $676 million more than in the year before. Unpaid assessments for the international tribunals amounted to $54 million, an increase of $19 million, small in absolute terms but a relatively large change from previous years. Only the amount of unpaid regular budget assessments shows a decrease of $111 million from the end of 1999.

9. The amount of unpaid assessments as at 30 September, $3,094 million, almost equals anticipated total assessments for the year, currently at $3,376 million. The closeness of the two amounts means that the Organization is almost a year behind in collecting assessments. This is a dangerous situation for the Organization, which has very limited reserves and no capital.

10. Of the total amount due by 30 September 2000, the major contributor owed 61 per cent of the amount outstanding. Fourteen other major contributors accounted for 25 per cent and all other Member States owed 14 per cent.

Regular budget

11. Unpaid regular budget assessments as at 30 September 2000 aggregated $533 million, an amount higher than that expected to be owed by 31 December 2000.

12. The United States of America owed 81 per cent of the unpaid aggregate regular budget amounts as at 30 September. Two other Member States included in the next 14 principal contributors, Brazil and Argentina, had outstanding regular budget contributions amounting to 12 per cent. Of the remaining 173 Member States that have been assessed, 53 owed 7 per cent of the uncollected regular budget total.

13. These percentages are not significantly different from those of a year ago. The United States portion is the same, at 81 per cent. The percentage owed by the two other principal contributors has increased from 9 to 12 per cent. Most significantly, among other Member States, the number with outstanding contributions has been reduced from 78 to 53 and their percentage rate from 10 to 7.

14. Payments for current assessments by the United States only begin when that Member State starts its new budget year on 1 October. Accordingly, it is expected that the peak level of unpaid regular budget assessments will decrease in the last three months of the year and that the percentage owed by the United States will go down. In addition, it is anticipated that Argentina and Brazil will also make additional regular budget payments by 31 December 2000. In fact, payments totalling $2.6 million were received from Argentina during the first half of October.

15. Each year, more Member States pay in full than in the year before. In fact, while, at the end of September 2000, the number stood at 131, as at 20 October 2000, that number had increased to 137. This means that only 51 Member States have not yet paid in full. The Secretary-General would like to thank those Member States that are making every effort to complete their payments in the year they are due.

Peacekeeping

16. There are 14 ongoing United Nations missions: four in Africa — the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), the United Nations Mission in Ethiopia and

Eritrea (UNMEE), the United Nations Mission in Sierra Leone (UNAMSIL) and the United Nations Mission for the Referendum in Western Sahara (MINURSO); two in Asia — the United Nations Transitional Administration in East Timor (UNTAET) and the United Nations Military Observer Group in India and Pakistan (UNMOGIP); four in the Middle East — the United Nations Disengagement Observer Force (UNDOF), the United Nations Iraq-Kuwait Observation Mission (UNIKOM), the United Nations Interim Force in Lebanon (UNIFIL) and the United Nations Truce Supervision Organization (UNTSO); and four in Europe — the United Nations Mission in Bosnia and Herzegovina (UNMIBH), including the United Nations Mission of Observers in Prevlaka (UNMOP), and the United Nations Interim Administration Mission in Kosovo (UNMIK), the United Nations Peacekeeping Force in Cyprus (UNFICYP) and the United Nations Observer Mission in Georgia (UNOMIG). All but two of the missions are funded through peacekeeping assessments. The other two, UNMOGIP and UNTSO, are funded through the regular budget.

17. Peacekeeping assessments are estimated to reach $2.1 billion in 2000 and to be higher in 2001. Peacekeeping levels have fluctuated in an irregular pattern over the last nine years, with high levels of over $3 billion in 1994 and 1995 to lower levels in the range of $900 million in 1998 and 1999. Levels are currently moving upwards.

18. However, levels of assessment for peacekeeping operations are inherently hard to forecast. They are built on assumptions about a myriad of hard to predict variables and require constant reassessment. Even at this point in 2000, assessment levels may reach levels higher than currently forecast.

19. There has been an overall upswing in the level of peacekeeping assessments in 2000 as a result of the requirements of the four most recently established missions, UNAMSIL, UNTAET, UNMIK and MONUC. These four missions apart, assessment levels for 2000 are considerably smaller, barely reaching $0.4 billion. With the addition of the assessments for the four missions, which together total $1.7 billion, the aggregate level totals over $2 billion.

20. With unpaid peacekeeping assessments at the end of September having reached a high of $2.5 billion, there is real concern about the imbalance in the amount of unpaid assessments compared to current levels of assessment, and also considerable concern that a majority of the amount of unpaid assessments is owed by one Member State. The United States alone accounts for 58 per cent of the aggregate.

21. However, a number of significant contributions were made during the first half of October, including $200 million from the United States, $61 million from Italy and $17 million from France. The United States has also informed the Secretariat that an additional $100 million should be expected shortly. Each of these payments will bring down the share and percentage of the total owed by that Member State. Payments are also expected from several prompt paying Member States as a result of the issuance of a significant number of recent assessments.

The international tribunals

22. The international tribunals represent an important and growing effort by Member States. Since their creation in 1994 and 1995, assessments have increased fourfold and now stand at a level of $166 million. The starting assessment level for the International Tribunal for the Former Yugoslavia of $11 million has increased to $88 million. The assessment level for the International Criminal Tribunal for Rwanda has increased from $13 to $79 million in six years. New proposals from the tribunals for 2001 show continued rapid growth. The number of staff who have become involved in the work of the tribunals has also increased to over 1,600 in 2000, with possible further increases in 2001.

23. Assessment payments, however, have not kept pace with this increase. Unpaid assessments as at the end of September 2000 totalled $54 million, up from $20 million in 1997. One hundred twenty-two Member States had unpaid assessments as at 30 September, with three Member States, the United States, the Russian Federation and France, accounting for the largest component. Each of these three Member States owed $12 million at the end of September. France has informed the Secretariat that its payment for the tribunals would be made by year-end. Payment of over $4 million from Italy was received in October. The Russian Federation has made no payment for the current year, or in fact for any prior year. The arrears of the United States continue to grow as that Member State does not pay its full assessment.

C. Cash situation at 30 September 2000 and to the end of 2000

Regular budget — cash flow

24. The regular budget cash situation during the first nine months of the year showed the usual pattern of positive and negative balances, beginning with a positive balance of $111 million. In July, the cash position turned negative and continued so until September, when major payments were received from two Member States: $164 million from Japan and $32.6 million from the United States. At the end of September the cash situation was just above zero.

25. In October and November, the regular budget cash account is forecast to remain in a negative position. The cash position at the end of December is still not known, as it is necessary to focus on payments that could be made by the major contributor. At this point, with action not yet taken by the United States Congress, the year-end forecast becomes one of uncertainty with three possible scenarios.

26. Scenario 1 forecasts year-end regular budget cash by assuming an end-of-year payment by the United States equivalent to the remaining balance of their current year's assessment, or $263 million. This payment approach was followed in 1999 by the United States. Scenario 2 assumes that the United States will withhold up to $100 million, pending confirmation by the United States Congress that the United Nations has taken no action in 2000 to exceed its regular budget level. According to this scenario, payment of only $163 million would be made by 31 December 2000. Scenario 3 assumes that no year-end payment will be made, an unlikely alternative, but one that must be addressed.

27. Under the first scenario, the regular budget is forecast to be in a positive position of $48 million. Under the second scenario, the regular budget cash balance would be in a negative position of $52 million, forcing a return to cross-borrowing from peacekeeping cash at year-end to compensate for the regular budget cash deficit. The third scenario means a step backward to a very large negative balance. This scenario is not in any way seen as likely, but, given the present degree of uncertainty as to action by the United States Congress, scenario 3 sets the extreme of a negative cash balance regardless of how unlikely it may be.

28. The efforts of many Member States to pay their dues on time have definitely ameliorated the cash situation of the Organization. The amount of year-end cash, however, still depends on action to be taken by one Member State. Should that payment not be forthcoming, a return to cross-borrowing remains a very real possibility.

Peacekeeping — cash flow

29. The amount of cash available for peacekeeping is dependent on the timing and extent of peacekeeping assessments. Peaks in the peacekeeping cash flow occur in the spring and fall of the year, with a lag of several months or so depending on the timing of the issuance of major peacekeeping assessments. On average, the Organization has $900 million to $1 billion in peacekeeping cash throughout the year. This amount is deceptively large, however, until one considers how it is apportioned, namely cash in active mission accounts, inactive mission accounts and in the Peacekeeping Reserve Fund.

30. Cash currently available for active missions amounts to $419 million. With 12 missions to administer, this amount is very low. Based on actual experience during recent months, cash requirements are about $120 million a month and rising. Thus, the present cash balance represents only about three months of cash on hand. This is a precarious, if not potentially destabilizing position.

31. Additionally, some active missions have better cash positions than others. For instance, UNMIK and UNTAET have one third of the active mission cash on hand, while UNAMSIL has an insufficient amount to procure goods and services and provide reimbursement payments of troop and contingent-owned equipment costs as obligations arise. By the decision of the General Assembly, no cross-borrowing is permitted between active peacekeeping missions. This means that for certain missions, prospective, planned troop cost and contingent-owned equipment payments may be delayed.

32. Cash available for inactive missions amounts to $374 million. Most of this amount is earmarked for settlement of contingent-owned equipment claims from troop-contributing countries, which must be negotiated, finalized and certified before payment can be made. Only then, and subject to available cash, can payments be made.

33. Cash in the peacekeeping reserve fund amounts to $180 million. The Peacekeeping Reserve Fund is a

cash flow mechanism that allows for rapid response by the United Nations to the needs of new or expanded peacekeeping operations. It is the initial financing source for peacekeeping missions.

34. The Fund provides cash guarantees for liabilities, in particular commercial ones, entered into at the time of new mission start-up or existing mission expansion. The amounts involved are based on individual commitment authority levels granted by the Advisory Committee on Administrative and Budgetary Questions or by the General Assembly. Once initial assessments are approved and assessment collections begin, the Reserve Fund is replenished from active mission cash.

35. Follow-on financing is provided through assessed contributions and voluntary contributions. This can be illustrated drawing on the history of UNMIK. The Mission was established in 1999 to carry out the important tasks of building stability, peace and democracy in Kosovo. The General Assembly initially approved commitment authority with an assessment of $125 million. Pending receipts of significant assessed contributions, the start-up costs were advanced from the Peacekeeping Reserve Fund. Assessments as at 30 September 2000 totalled $626 million. Receipts, as of 30 September, however, totalled $419 million or just 67 per cent of the amount assessed. While low, this percentage is better than many other missions which, with the same level of assessment, have total receipts in the range of 50 per cent or less.

36. A second part of follow-on financing for UNMIK, which has been a large part of the financial requirements for its infrastructure, was received from donor grants. Out of 275 million deutsche mark (DM) pledged for both designated and undesignated assistance, DM 228 million has been received. The unpaid amount of DM 46 million will most likely be contributed by the end of 2000.

D. Debt to Member States

37. The policy of the Secretary-General of paying Member States for troop and contingent-owned equipment obligations incurred within the year has been followed over the last few years. However, in 2000 more uncertainty than usual surrounds the ability of the Secretariat to continue that policy.

38. Clearly, holding back payments has been a source of precautionary financing for peacekeeping as a whole. Now, with the level of resources required to carry out these missions increasing, the consequent level of payments for civilian support and use of troops and contingent-owned equipment will also increase. This means that, with large and increasing amounts of unpaid assessments, the surety that the Secretary-General can remain current on troop and contingent-owned equipment obligations is fading. The present policy is expected to continue, but at this time commitment cannot be assured.

39. Amounts owed to Member States for troops and contingent-owned equipment at the beginning of the year totalled $800 million. Earlier this year, payments in the amount of $91 million were completed for obligations incurred in 1999 but not paid out in that year. In addition, further payments were made from arrearage collections in 1999 from the United States and the Russian Federation, which together totalled $71 million.

40. However, obligations for 2000 incurred to date are running higher than in the past, at around $365 million. Partial troop and contingent-owned equipment payments totalling $84 million have been made during the course of the year. In addition, at the end of October a progress payment of $86 million will also be made for active missions. More payments are to be made before the end of 2000 to meet the current year's obligations.

41. The Secretary-General will make every effort to pay sufficient funds to prevent an increase in the Organization's debt to Member States for troops and contingent-owned equipment. However, the remaining anticipated payments are almost entirely dependent on the prompt collection of current year's peacekeeping assessments. To completely pay current year's obligations, another $97 million would need to be paid. If that can be accomplished, year-end debt would total $736 million.

42. In summary, debt owed for troops and contingent-owned equipment obligations remains high and resistant to reduction. Therefore the first priority of the Secretary-General is to contain the present debt level by fully paying current year's troops and contingent-owned equipment obligations. His second priority is to reduce the current debt level by so dedicating the collection of assessments long in arrears to that end. Both priorities give way to the need to retain enough

cash overall to maintain the cash liquidity of the Organization.

E. Combined cash

43. Overall cash liquidity is affected by three indicators — assessments, cash availability and debt to Member States. By putting these three indicators together, it is possible to ascertain what the final combined cash projection for the end of 2000 may be for the regular budget, peacekeeping and the international tribunals.

44. The combined cash picture at this point in the year is dependent on when and how much the United States will remit to the United Nations by the end of 2000 for the regular budget, a situation which remains uncertain pending the completion of legislative and executive processes. Under these circumstances, the combined cash forecast is based on the three scenarios of possible United States payments previously outlined above.

45. Scenario 1, which assumes full payment by the United States for its regular budget contribution, would show total cash of $1,034 million, of which $986 million would be for peacekeeping and the international tribunals and $48 million for regular budget. While the aggregate amount is below last year's level, it does mean that, for two years in succession, cross-borrowing at year-end to support the regular budget would have been successfully avoided.

46. Scenario 2 shows combined cash of $934 million, of which $986 million is for peacekeeping and the tribunals, with the regular budget in a deficit cash position of $52 million. This scenario assumes the United States will not pay $100 million of its current year's assessment within 2000. This scenario means a return to a deficient regular budget cash position and a need to cross borrow from peacekeeping accounts.

47. Scenario 3 shows combined cash of $766 million, of which $986 million is for peacekeeping and the tribunals, with the regular budget in a deficit cash position of $220 million. This scenario, while highly unlikely, since it is predicated on no substantial payment by the United States for its current year's assessment, would mean a significant deficit in the regular budget with a resultant drop in combined cash to the previous level of 1998.

III. Conclusion

48. At this point, while 2000 was initially forecast as a year that would witness the continued return to an overall more positive financial position, the key financial indicators used to judge the health of the Organization indicate that the opposite may be happening. Only the regular budget, with an increase in Member States paying in full, shows signs of continued progress, despite the fact that one Member State owed 81 per cent of the total amount due at the end of September 2000. The assessment levels for peacekeeping and the international tribunals are increasing markedly, while unpaid amounts are also reaching higher levels. Finally, uncertainty surrounds the ability of the Organization to continue the policy of the Secretary-General of remaining current with the annual troop and contingent-owned equipment obligations.